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Illinois Chamber of
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TAX MODERNIZATION!

ILLINOIS CHAMBER OF COMMERCE

ILLINOIS HISTORICAL SURVEY

Reduce

Taxes!

How?

Improve Administration of Taxes
by Adopting the Five-Point Tax
Program of The Illinois Chamber
of Commerce

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ILLINOIS CHAMBER OF COMMERCE
20 N. Wacker Drive
Chicago, Ill.

FIRST EDITION, February 2, 1942
SECOND EDITION, Revised July 10, 1942
THIRD EDITION, Revised November 4, 1942

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facts

- ★ All successful campaigns to improve government depend upon Facts!
- ★ The basis for all movements to eliminate waste, extravagance and duplication is Facts!
- ★ The first need of the taxpayer is Facts!
- ★ Here are the Facts

The total war effort demands that every level of our government—federal, state and local—eliminate all nonessential activities.

Taxation is only a part of the complete program presented by the Illinois Chamber of Commerce. We are a statewide organization servicing all phases of our economic, civic and social life. Our organization provides a medium through which all citizens may act collectively on these matters of extreme importance to every person in the State of Illinois.

The Taxation Program presented herewith would reduce the nonessential expenditures in our state arising from our antiquated tax structure. This program should enlist the support of all men and women throughout the state—worker, farmer, educator and employer. We ask all to wholeheartedly join in this endeavor.

Those of us who will remain on the home front have an added responsibility to protect our democracy for those who are fighting on the battle front.

HARRY J. NEUMILLER, President
Illinois Chamber of Commerce

FOREWORD

DO YOU KNOW how much \$36,000,000,000 is? It is the estimated amount of taxes to be collected by *all* governments in the United States in the fiscal year ending June 30, 1943. This means a tax for the coming fiscal year of about \$274 for every man, woman and child. That is about \$1,100 for the average family of husband, wife and two children.

Who is the Government? Each one of us. Each citizen is a part of the 161,000 governmental bodies in the United States. No one can escape his responsibility. He cannot say, "Let 'George' pay the taxes," because taxes are a part of the cost of *every* item you buy.

The Illinois Chamber of Commerce deems it a public duty, particularly in these times of very heavy taxes made unavoidable by the requirements of war, to submit a program of definite improvements in the revenue laws of the State of Illinois; to educate the general public on this subject; and to champion these proposed changes to the utmost of its power and influence. The five-point program which has been adopted by the Chamber relates wholly to improvements in the collec-

FOREWORD

tion, administration, and the manner of expending public revenues. It is a matter of common knowledge that the Illinois revenue laws are in many respects very old and unsuited to present economic conditions; confused by many amendments and hundreds of judicial decisions; that the budgeting and auditing of tax money is woefully inadequate and deficient, as compared with our neighboring states.

If we are to avoid the bondage that Germany, Italy and Japan would impose upon us, we must win this war! In order to do so, we must eliminate every non-essential—defense and nondefense—expenditure by Government, whether federal, state or local.

For years the Illinois Chamber of Commerce has endeavored to find some means of reducing non-essential expenditures in our State. A Taxation Committee was appointed some years ago to undertake this task. The 5-point program herewith presented was eventually evolved. We realize that it is only a part of what needs to be corrected, but we prefer to limit our program for the present.

Every Senatorial District in the State is represented on the present Committee. The names of the personnel and staff of the Committee, as well as the officers and

TAX MODERNIZATION FOR ILLINOIS

directors of the Chamber, appear on the closing pages of this booklet.

This booklet has been prepared under the direction of the Chairman of the State and Local Taxation Committee, with the cooperation and assistance of members of the committee, and others. We wish to especially acknowledge the splendid cooperation and assistance given us by the offices of The Secretary of State; Superintendent of Public Instruction; Illinois Tax Commission; Illinois Legislative Council; Legislative Reference Bureau; the Department of Finance; the Civic Federation of Chicago, and others.

The subject matter is supplemented by an illuminating appendix. We bespeak a careful study of this booklet.

We fear that the day is not far off when our system of self-government will have destroyed itself, if we do not immediately take all steps possible to correct the evils of tax administration within our midst.



Chairman, State and Local Taxation Committee
Illinois Chamber of Commerce

THE FIVE-POINT TAX PROGRAM

of the

Illinois Chamber of Commerce

1. ELIMINATE TAX DELINQUENCY Page 21

Wide-spread tax delinquency results in higher taxes on those who pay their tax bills promptly. Tax delinquency in Illinois is the direct result of confused and inadequate laws. It is estimated that a majority of the taxpayers in this State pay near 10%, or more, than their fair share of the tax burden because of the failure to collect much of the taxes that are extended on the rolls. Many cases of tax delinquency are not due to the inability of the individual to pay, but arise from the failure of many officials to insist on payment. By making adequate amendments to existing tax collection laws, delinquency can be reduced to a minimum. Taxes would then be lower for everyone.

2. ADOPT UNIFORM ACCOUNTING AND REGULAR AUDITING Page 29

There are no laws in Illinois requiring a uniform system of accounting for all tax levying bodies, and periodic auditing of public revenues and expenditures. Without such uniform accounting it is impossible to obtain accurate information concerning public revenues and expenditures. Without accurate information, the public cannot have a basis for wise decisions on questions of public finance. There are no laws requiring regular auditing of public accounts. Many public bodies have their accounts audited, but many do not. In the absence of regular and competent auditing of public accounts, waste and inefficiency are encouraged.

3. STRENGTHEN, THEN ENFORCE THE BUDGET LAW Page 37

Every large business, and even many families, realize the importance of budgeting all expected expenditures, and living within the budget. The present law in Illinois with reference to budgeting the receipts and expenditures of public bodies is ineffective because the statute has no pro-

TAX MODERNIZATION FOR ILLINOIS

visions for enforcement. Under the present law, budgeting is in practice voluntary. Under such a condition, the tax spending bodies, which need a budget most, are the least likely to adopt one. The present law should be amended so as to make it apply to all taxing bodies, except the larger local governmental units now controlled by separate acts; and mandatory provisions should be added so that it must be followed by all such public bodies, which raise money by taxation.

4. REVISE ASSESSMENT METHODS Page 41

Under present laws there are many hundreds of township assessors in the State of Illinois, most of them making assessments according to a variety of individual ideas. This results in great inequalities. The State Tax Commission publishes an assessor's manual in a commendable effort to help the local assessors, but there is no law requiring them to follow the instructions of the Tax Commission,—nor indeed, is there any provision in the present laws requiring tax assessors to have any special qualifications for their duties. Glaring inequalities result. The laws on this subject should be revised so that assessments will be intelligently made on the basis of modern economic conditions.

5. REDUCE THE NUMBER OF LOCAL GOVERNMENTAL UNITS Page 55

Illinois has become notorious for having an astonishingly large number of governmental bodies having authority to levy taxes. It has far more tax levying bodies than any other state in the union. There are more than 15,000 small governmental units in Illinois which levy taxes every year. This is far more than in the State of New York; and more than the total of ten states east of Illinois. One result of having such a large number of tax levying bodies is that it is impossible for even the most enterprising and public-spirited taxpayer to attend the public meetings of the boards when they levy taxes which will eventually go on his tax bill. The right of the taxpayer to be present at board meetings when taxes are being imposed on him, is practically nullified when the number of such boards is so numerous that he cannot possibly attend all such meetings. The more tax levying bodies, the higher the total tax bill for everyone!



The Tax Burden

THE TAX BURDEN

MOST people are uninformed on the subject of taxation, notwithstanding the fact that man has paid some form of taxes since the very beginning of organized government. Nevertheless, there is still a paucity of knowledge about taxation.

As early as 3400 B.C. the Pharaohs of Egypt exacted grain, poultry and livestock from the people, as taxes. In the present day, you are assessed in various ways to support your government. Many of you pay property taxes. Some of you pay income taxes. A great number of you pay other special taxes. If you do not directly pay any of these items do not be misled, for each and every one of you pays taxes indirectly, which simply means that many taxes imposed on business are included in the cost of the things you buy.

Just as traffic lights are necessary to cope with the problems of our auto-age, so have the other complexities of our industrial and commercial life necessitated their own brand of "Stop and Go" lights. Whether it is the National Labor Relations Board regulating a strike; the State Highway Department building a super-highway; or a County Farm Agent giving advice on crop-rotation, the problem is still the same. Your demands on government for a greater interest in public welfare have increased the cost of each level of your government, Federal, State and Local. Charts I and II illustrate this change, and its impact on the cost of government.

In 1901 the receipts of the Federal Government exceeded expenditures by \$63,000,000. After that date there was a slow, but gradual increase in expenses until 1917. Upon our entry into the First World War in 1917, and for the years 1918 and

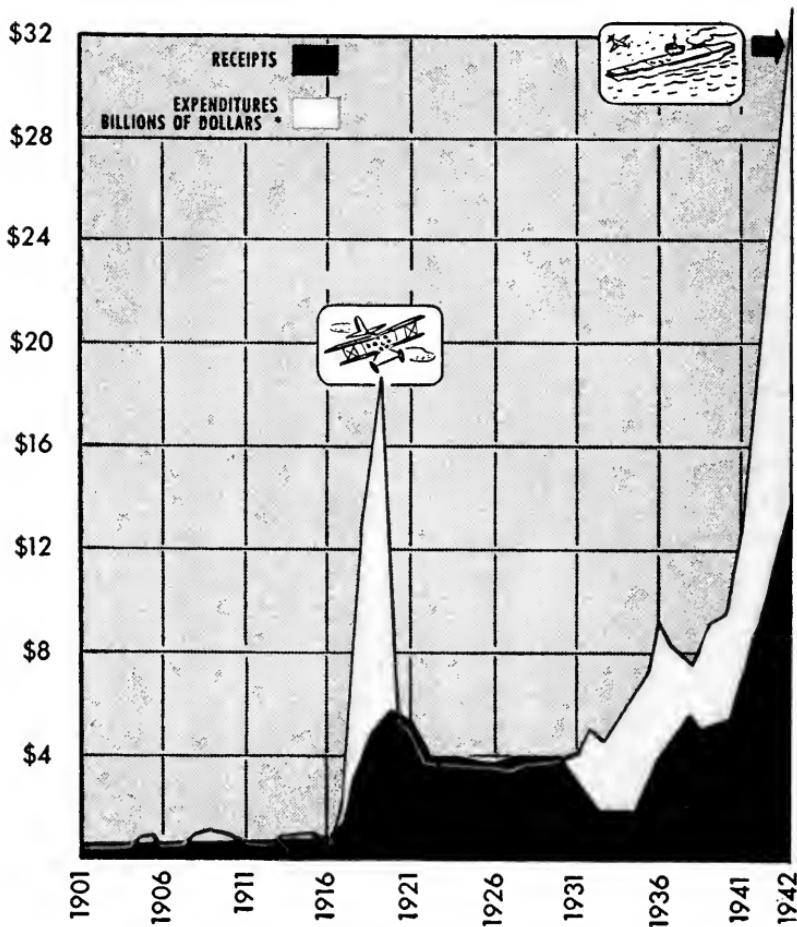
THE TAX BURDEN

1919, the expenditures were much greater than the receipts. During the period of 1920 to 1930, however, the revenue again exceeded government disbursements. Beginning with 1931 there was such an increase in expenses that since then Federal outgo has been almost twice as much as the Federal income. (See Chart I, and Table I in the Appendix)

For the fiscal year ended June 30, 1942, the receipts were \$13,047,094,000 and the expenditures were \$32,491,307,397. Table I of the Appendix shows the impact of the armament program. Federal revenue cannot keep pace with expenses. Unquestionably, our National Economy will be distorted by debt financing for generations to come.

Chart II illustrates the sharp increase in both income and disbursements of the State Government during the past decade and a half. In 1925, the expenditures of the State Government were approximately \$12,000,000 greater than the receipts. Since 1933, the receipts and expenditures have more than doubled. Except for deficiency appropriations, Illinois has operated on a "pay as you go" basis since 1933. The cost of the State Government, excluding trust fund and transfers, for 1942 was \$232,519,362. (See Table II of the Appendix for further details.) The Sixty-Second General Assembly, which adjourned June 30, 1941, passed biennial appropriation bills amounting to \$510,000,000 covering the two fiscal years 1942 and 1943. This is an all-time high in our State. This does not include an appropriation of over \$45,000,000 to cover deficiencies incurred in prior years. The "pay as you go" policy in our State finance is meaningless, as long as deficiency appropriations are tolerated. State governments, as well as individuals must learn to live within their budgets.

CHART I
FEDERAL RECEIPTS AND EXPENDITURES
1901-1942

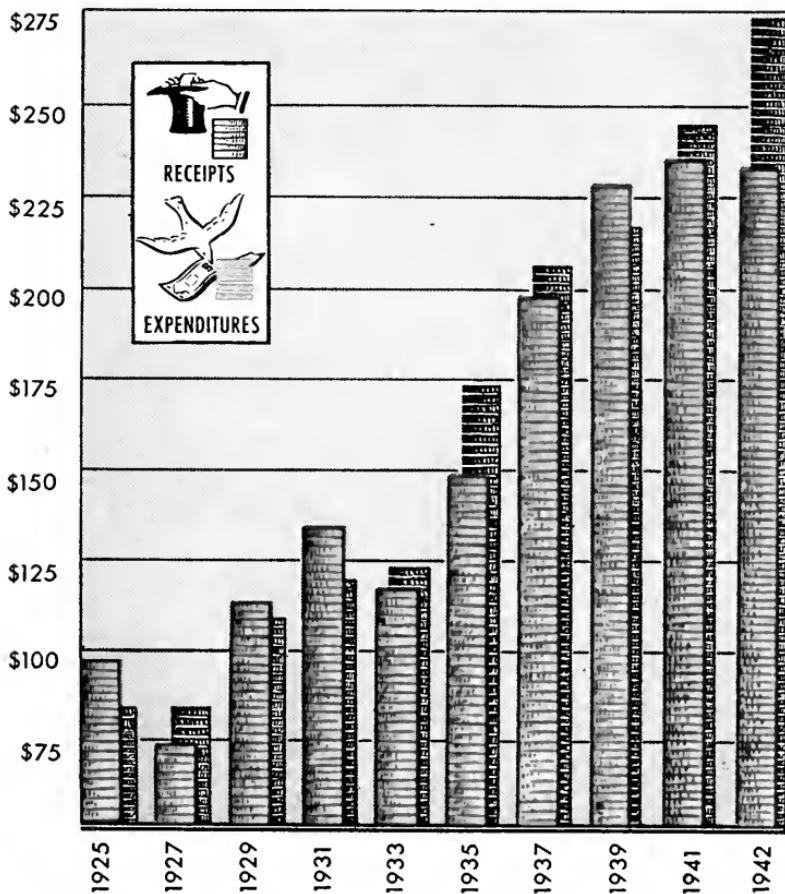


Further information is set forth in Table I of the Appendix

Source of data: Statistical Abstract of the United States and United States Treasury Reports.

CHART II
RECEIPTS AND EXPENDITURES OF
STATE GOVERNMENT IN ILLINOIS 1925-1942

IN MILLIONS



Further information is set forth in Table II of Appendix

Source of data: Reports of Auditor of Public Accounts and the Department of Finance.

The same general trend prevails to a greater or less extent in most county and municipal governments.

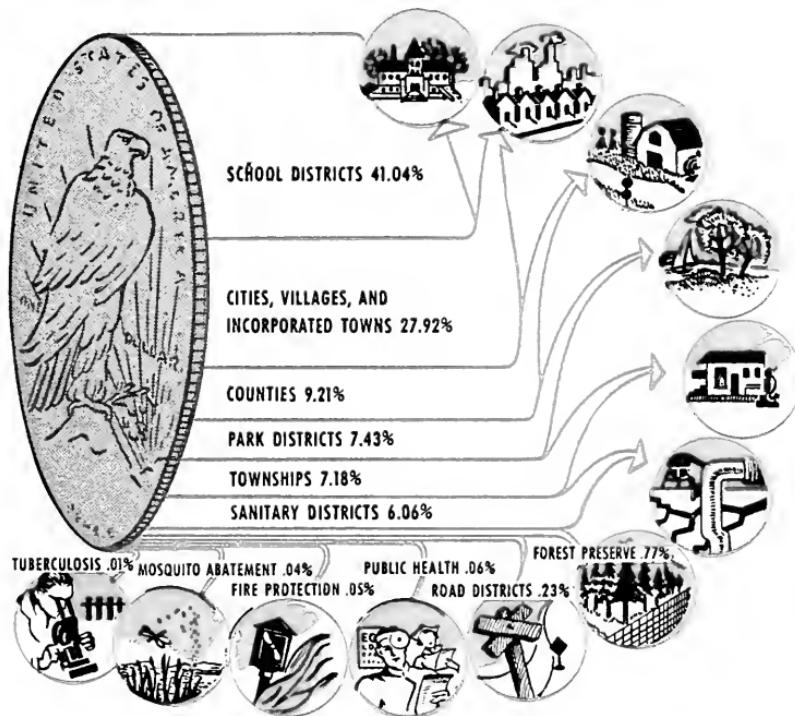
The Statutes of Illinois do not require local governmental units to have uniformity in accounting, or that they file a report of receipts and expenditures with a central office. Therefore, it is nearly impossible to ascertain the amount of money collected by some 15,000 taxing bodies in our State. The county clerk in each county, however, is required to submit a statement to the Illinois State Tax Commission tabulating the "assessments and taxes charged." From this data we are able to get a fairly accurate estimate of the tax revenue of local government.

Based on a statewide average, your local tax dollar in 1940 was distributed among the various local taxing units as follows: Schools, 41.04%; cities, villages and incorporated towns, 27.92%; counties, 9.21%; the balance going to the other branches of local government, as shown on Chart III.

There are many indirect and hidden taxes that each and every one of us pays, of which most of us are not aware. Chart IV lists only a few of the many things you buy. Most people are not aware of the great number of different types of taxes that are levied on the very necessities of life, and the amount of taxes which are added into their cost.

Let us consider six common commodities which are purchased by the average citizen. On a pair of shoes there are 126 different types of taxes; on a quart of milk, 78 taxes; on a wire fence, 191 taxes; on a bar of soap, 154 different taxes; on a dress, 125 taxes; and on a gallon of gasoline, 201 hidden taxes. (Frodel, A. C., "Nobody Escapes Taxes.") These are hidden taxes, but rest assured they are included in the cost of the goods that you buy.

CHART III
HOW YOUR TAX DOLLAR IS SPENT IN LOCAL GOVERNMENT
1940



Source of data: "Property Tax Statistics for Illinois Local Governments No. 2."

CHART IV

"HIDDEN TAXES"

Out of every \$1 spent for Shoes..... 7c is tax.

Out of every \$1 spent for Women's Clothing..... 10c is tax.

Out of every \$1 spent for Milk..... 10c is tax.

Out of every \$1 spent for Electricity..... 12c is tax.

Out of every \$1 spent for Furniture..... 13c is tax.

Out of every \$1 spent for New Automobiles..... 15c is tax.

Out of every \$1 spent for Bread..... 15c is tax.

Out of every \$1 spent for Telephone Bills..... 15c is tax.

Out of every \$1 spent for Sugar..... 18c is tax.

Out of every \$1 spent for Rent..... 25c is tax.

Out of every \$1 spent for Automobile Upkeep..... 37c is tax.

Out of every \$1 spent for Cigarettes..... 74c is tax.

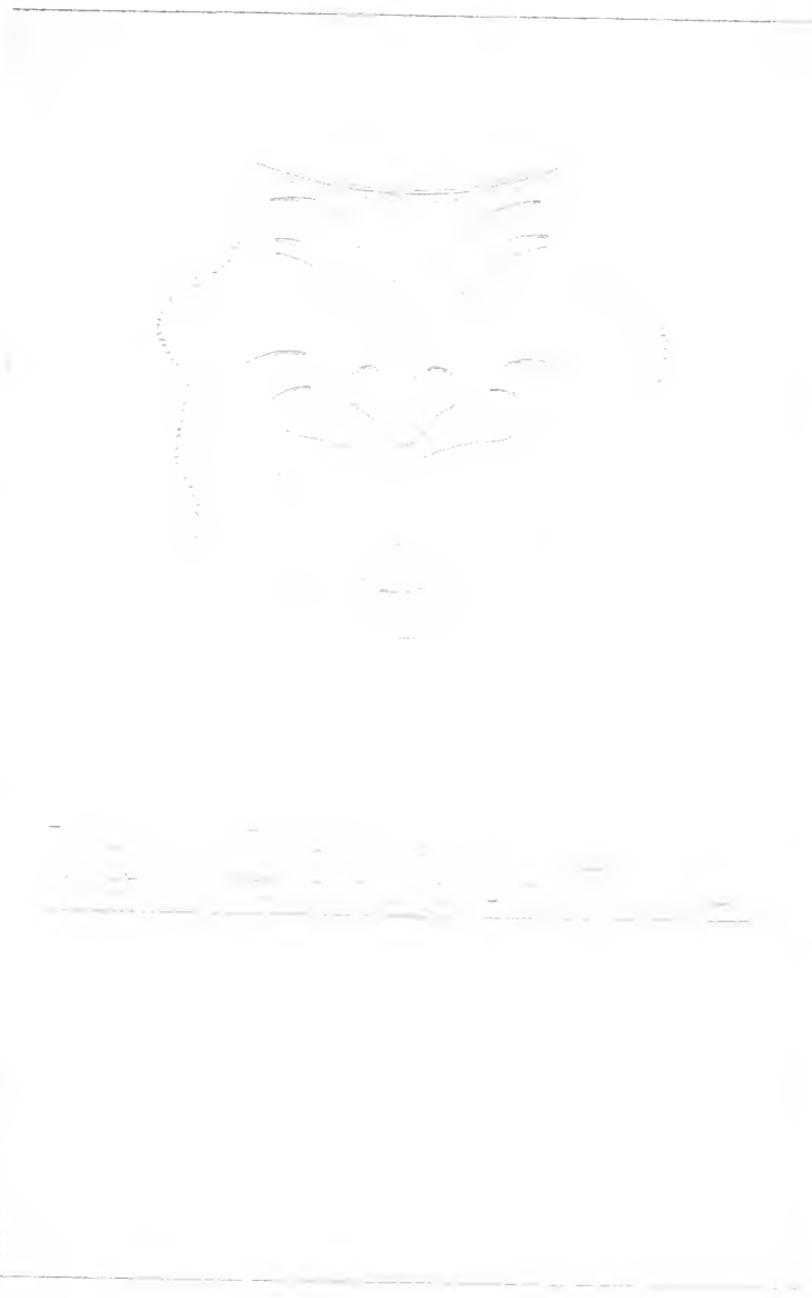
The above taxes are based on the 1940 Revenue Act, and are higher now.

Source of data: Monsanto Magazine, May, 1940

THE TAX BURDEN

The lack of interest in taxation arises out of a lack of understanding of tax administration. The time is long past when there should be a clarification of our taxing procedures. The time is also long overdue when you should learn what your *total* tax bill really is. Your interest in taxation and costs of government will increase, when you add to the direct taxes you pay, the ever increasing hidden taxes.

So much for the general tax picture. Now let us examine some of the things that can be done to improve the administration of taxes and thereby reduce the cost of local government in Illinois.



TAX DELINQUENCY

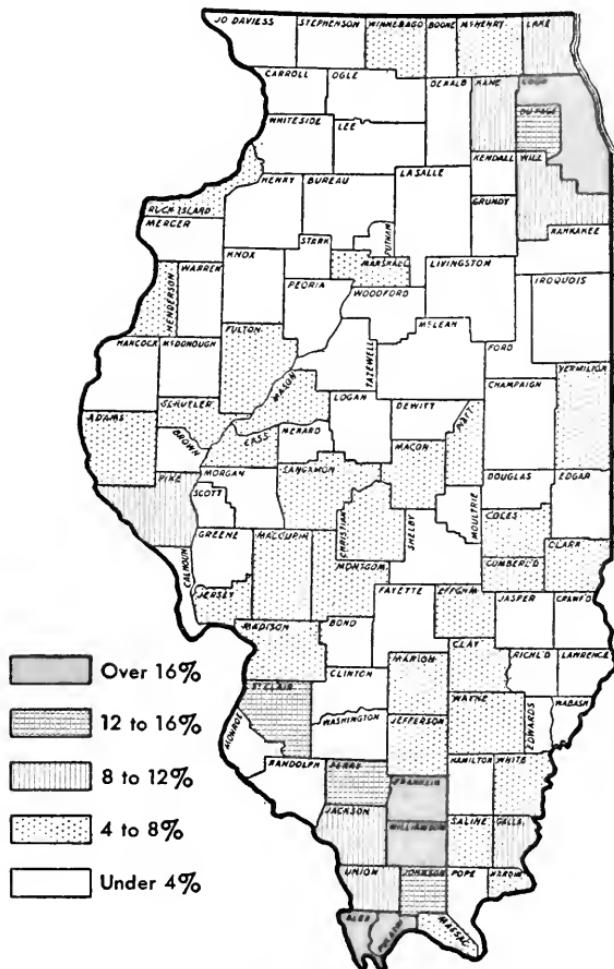
ONE of the most important ways to improve the administration of taxes is to eliminate tax delinquency.

You who pay your taxes promptly are carrying the burden of those taxpayers who do not make their payments on time. If some do not pay their taxes, the rest of us must pay them through increased rates the next year; and the rest of us must pay the cost of trying to collect them; and the rest of us must pay the interest on the money borrowed to be used to take the place of the unpaid taxes until more taxes are levied and collected. All taxing bodies have been forced to increase their tax levies to cover loss of taxes and cost of collection—some taxing districts more than others. This item runs as high as 33.7% in one county in Illinois. 33.7% additional burden is therefore necessary in that county in order that local government may function.

Chart V indicates that Cook County had a delinquency of approximately 22.8%. Alexander County, with 33.7% of its taxes uncollected, had the highest percentage of delinquency in the entire State. Delinquency for all counties is set forth in Table III of the Appendix.

Tax delinquency became a more serious problem in Cook County in the early years of the depression as Chart VI graphically illustrates. It will be observed that the percentage of personal property taxes uncollected dropped in 1935,

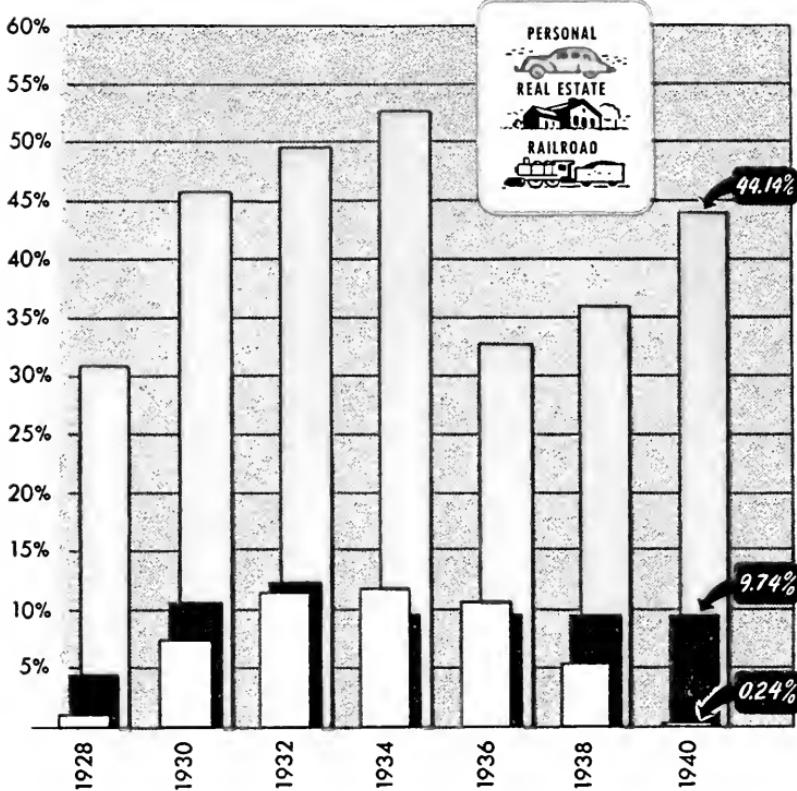
CHART V
TAX DELINQUENCIES IN THE STATE OF ILLINOIS
1939 LEVY UNCOLLECTED AT THE CLOSE OF 1940



Further information is set forth in Table III of the Appendix

Source of data: Barcus, Kindred & Co.

CHART VI
PER CENT OF 1928-1940 TAXES UNCOLLECTED
IN COOK COUNTY AS OF MARCH 31, 1942



Further information is set forth in Table IV of the Appendix

Source of data: Civic Federation, Chicago, Illinois.

TAX DELINQUENCY

and 1936,—probably as a result of more healthy assessing procedures.

Real estate tax collections during the same period showed little variation. In the so-called blighted areas in Chicago there are a great many parcels of property which are delinquent, and it is questionable, in the minds of most authorities, whether any great proportion of these taxes will ever be paid. Many of these properties are not worth the taxes levied against them. In other portions of Cook County during the period of the "booming twenties," thousands of lots were plotted in the suburbs. Miles of sidewalks were constructed, and other improvements were made. Today, many of these areas are still vacant lots filled with weeds, undergrowth and broken sidewalks. The back taxes due on many such subdivisions are many times the actual value of the property.

Table IV of the Appendix shows a real estate delinquency in Cook County of approximately \$196,545,166; a personal property delinquency of \$300,885,839; and a railroad property delinquency of \$10,548,571; making a total delinquency of \$507,979,576. This huge delinquency contains hundreds of thousands of separate items. Many of these taxes can never be collected, and should be written off the books.

Judicial Reductions reduce the above amounts by \$136,028,568; the Civic Federation recommends further Write-Offs, bringing total reductions to \$366,916,212. A large part of this total would have gone into the County Treasury if vigorous collection measures had been taken. After giving effect to these adjustments, the uncollected totals are: Real Estate \$83,305,963; Railroads \$1,588,847; Personal Property \$56,168,554; Total \$141,063,364.

In attacking the problem of real estate tax delinquencies,

the objective is to get properties back on a current tax-paying basis and keep them there, and at the same time realize maximum possible revenue from the delinquent taxes.

The chief weapon of the public in attacking this problem is the tax foreclosure process. Under this process the State's attorney is empowered to file tax foreclosure proceedings in the name of the People. The court orders a tax foreclosure sale at which bidding is open to the public. The owner is guaranteed a period of two years (by the Constitution) in which to redeem his property by paying the amount of the bid plus interest at 6% per annum. If the owner does not redeem within the two-year period, the successful bidder can perfect title.

This tax foreclosure law has major weaknesses. First, a bidder other than the owner of the property has considerable legal expense to insure that all steps necessary to a valid foreclosure have been taken, and for an appraisal to determine how much he can safely bid. An early redemption by the owner at the rate of 6% per annum would not compensate the outside bidder for his costs. Consequently, in practice there very seldom is an outside bidder. In the absence of a competing bidder, foreclosure ceases to be a real weapon for collection of taxes.

Second, the tax foreclosure process is a great expense to the county and, on unimproved and uneconomic properties, the proceeds of the sale may not cover the cost. There is not, at the present time, any method other than foreclosure to deal effectively with this class of properties.

It is the consensus of opinion of tax experts that the following remedies are needed to eliminate the above-mentioned weaknesses in present laws:

TAX DELINQUENCY

(1) Legislation to increase the interest which must be paid for redemption of property from tax foreclosure sale, from the present 6% per annum to a rate sufficient, at least, to compensate an outside bidder for necessary expenses.

(2) Legislation to clarify the right of the county to bid at tax foreclosure sales; to perfect title after the two-year redemption period; and to dispose thereafter of the property through sale.

(3) Legislation to provide for an auction sale by the county collector to the highest bidder for cash, subject to confirmation by the county court, of tax delinquent vacant and unimproved properties, giving to the successful bidder the right to perfect title by a foreclosure action. Any of these properties not restored to the active tax rolls by this type of cheap "scavenger" sale, could then be attacked by foreclosure.

To prevent future tax delinquency in counties throughout the state, the present Collector's Tax Sale Law needs strengthening. Under this law, the county collector annually offers for sale taxes unpaid after the penalty date. The successful bidder is the one who bids the principal amount of taxes due, plus the lowest penalty rate. (The maximum rate under the law is 12% for the first six months, and larger amounts thereafter.) If there is no bidder, the property is forfeited to the state.

The weakness of the present Collector's Tax Sale Law is that the tax buyer purchases only a lien which is nothing more than a cloud on the title. He cannot obtain possession or a merchantable title. To strengthen this law, there is needed:

(1) Legislation to abolish the rule that when a part of the real estate tax for which a sale is made is shown to be illegal,

the illegal portion of the tax renders the judgment and sale void, even though practically all of the tax is legal.

(2) Legislation to provide that tax objections must be raised at the earliest opportunity and not thereafter, and shall not suffice as a ground for setting aside a tax deed.

(3) Legislation to provide that in the event a tax deed is invalid as a conveyance of title, the lien of the tax is transferred to the buyer, with the right to foreclose the same within a two-year period after securing the tax deed.

Personal property taxes rapidly become uncollectible after delinquency date. The Civic Federation estimates that only \$56,168,554 of the \$300,885,839 of personal property taxes delinquent in Cook County is collectible. Attention should be given to collection of personal property taxes as soon as they become due and payable. Legislation is needed to strengthen provisions for the distraint and sale of personal property for non-payment of taxes; provide adequate penalties for non-compliance by public officials; and provide adequate protection for collection officials against possible personal liability arising from performance of their duty.

There are also two general legislative measures necessary to establish a better tax collection procedure: (1) To improve delinquent tax records, both real and personal; (2) To compel the county collector to mail out the tax bills. (This is not the practice in many counties.)

The problem of tax delinquency will continue in counties where it now exists, and may arise in any county at any time, unless corrective legislation is adopted. The suggestions made herein will establish a tax collection procedure which can be effectively administered. The elimination of tax delinquency would mean a large saving.

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ACCOUNTING AND AUDITING

A UNIFORM system of accounting is most essential to the administration of good government. It makes possible a comparison of expenditures. The tax extensions now reported by the County Clerk to the Tax Commission are of little comparable value. The only taxing units which now have uniformity in their accounts are the school districts. The motor fuel tax and relief money allocated by the State must also be accounted for on prescribed forms.

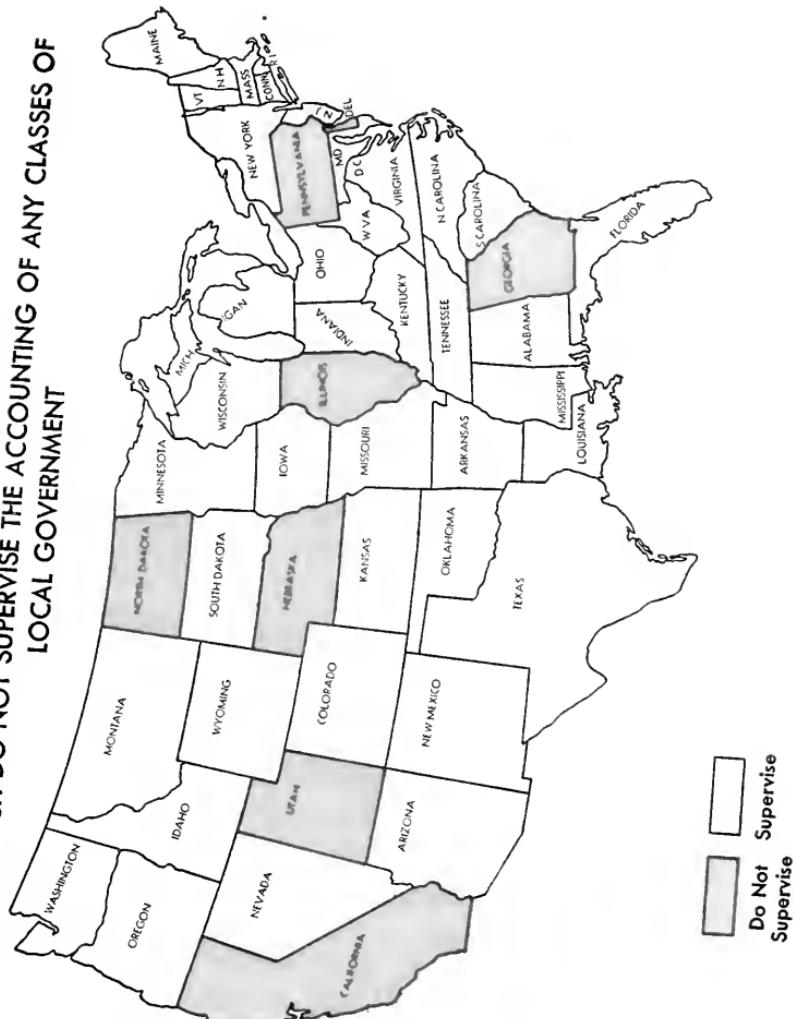
It is difficult for our public officials to do a good job with the inadequate guidance the law now provides. For example, the County Treasurer is required to keep merely a set of "proper accounts"; the township supervisor is required to have a "just and true account of all receipts and expenditures;" and the city or village treasurer is required to have only a "warrant register."

Prior to 1941 no attempts were ever made to aid municipal officials in communities of less than five thousand population, with the administration of their fiscal affairs. Schools for such municipal officers were founded in 1941 by the Illinois Chamber of Commerce, the Municipal League and others, in conjunction with the University of Illinois, in order to offer such instructions. These classes were well attended.

Chart VII shows that only eight states do not supervise the

CHART VII

STATES WHICH DO NOT SUPERVISE THE ACCOUNTING OF ANY CLASSES OF LOCAL GOVERNMENT



Source of data: State Supervision of Local Finance

accounting of any classes of local government. Illinois is one of the states which is still in the "horse and buggy days" in this respect. We have inadequate laws concerning uniform accounting. Accountants have a difficult task in attempting to comply with the fragmentary statutes. It is impossible to compare operating costs of governmental units.

In Indiana and Ohio, state departments are directed by the statutes to set up a system of accounting in every municipality. Statements must be filed annually, containing details of receipts and expenditures. Tax administration in Illinois would make a great forward stride by adopting a uniform system of accounting in our Local Government.

Every *honest* official takes pride in having an accurate set of accounts. By so doing he always knows the financial status of his organization. Government is our largest business. It is important that at all times there be an accurate accounting of receipts and disbursements. Business men keep detailed accounts of their own affairs. Those in public office should do likewise. You pay the cost of government. You should have enough interest in the government to see that its accounts are kept on just as sound and accurate an accounting basis as you demand for your private business.

Hundreds of millions of dollars of your tax money is being consumed annually by local governments in Illinois, and you, the taxpayers, do not require an audit to be made by men trained in this profession.

The 1872 Statutes stated that the administrative officer should examine the records of all officers who received or expended public funds in counties, townships, cities and villages of the first and second classes. However, no provision was made as to the method to be used. Nor have any such

ACCOUNTING AND AUDITING

provisions been made since. In counties, the verification of accounts is done by the county board of supervisors, or the county auditor. In townships, it is done by the board of township auditors, including the supervisor, the town clerk and the Justice of Peace.

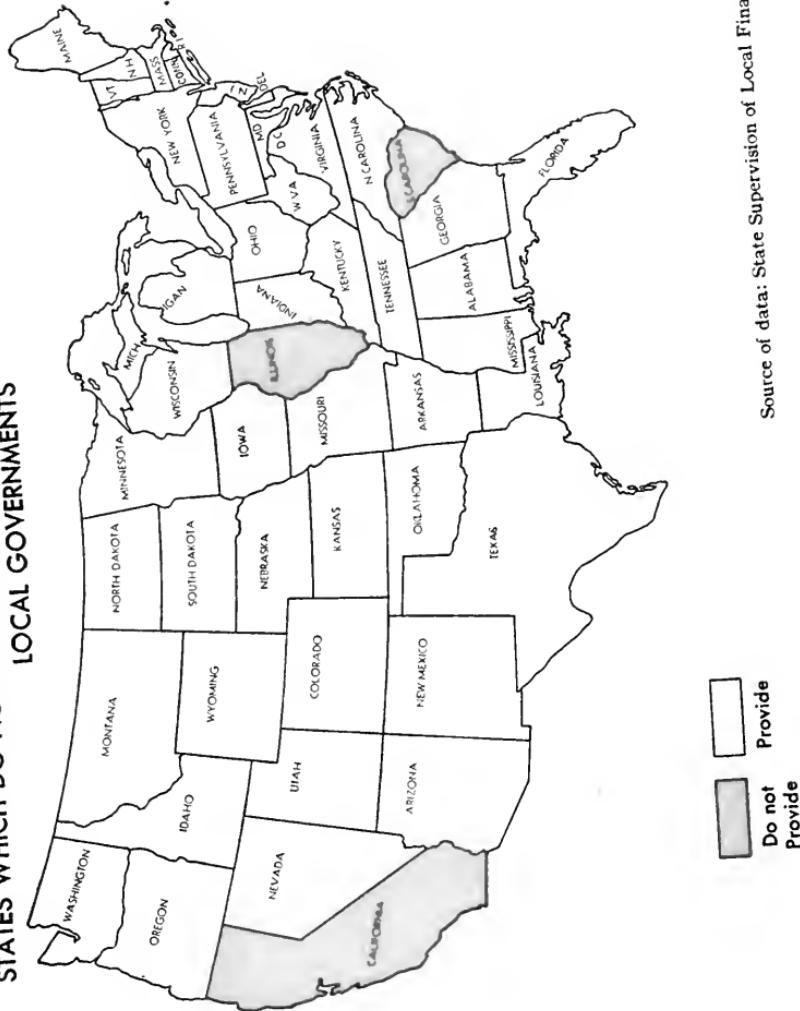
Most owners of a business demand an examination of their accounts by an independent auditor. A similar practice should be followed for public accounts.

All public accounts must be audited in order to verify the receipts and expenditures. This work should be done by a certified public accountant or by a competent public accountant licensed by the State of Illinois. This would enable the citizens to know if their fiscal officers are true to their public trust, and give a correct accounting of the funds which are entrusted to their keeping.

Chart VIII indicates only three states which do not provide some form of auditing service for local governments. In 1920, Wisconsin set up a Division of Municipal Accounts which is a part of the State Tax Commission. Any municipality in the State will be audited upon the demand of a local governing body, or upon instruction of the State Tax Commission. These audits have unearthed a number of deficiencies in the accounts of local officials. Would proper audits of local units in Illinois unearth similar conditions.

In Ohio, all county and city accounts are audited annually, while the townships, villages and school districts are audited every two years. This work is under the jurisdiction of the Bureau of Inspection and Supervision of Public Officials, of which the State Auditor is the administrative head. During the last thirty years, shortages of over \$16,000,000 have been discovered, of which \$5,000,000 has been recovered.

CHART VIII
**STATES WHICH DO NOT PROVIDE SOME FORM OF AUDITING SERVICE FOR
LOCAL GOVERNMENTS**



Source of data: State Supervision of Local Finance

Do not provide
 Provide

ACCOUNTING AND AUDITING

The Indiana Department of Inspection of Public Offices examines the finances of every taxing unit. The examination is made without notice, and the State Examiner has the power to go into any office and examine any books. Reports are required from all units, and the Examiner designates the officer to make them. Any shortages found are reported to the Attorney General, who *must* start prosecution.

The State of Illinois could greatly improve its system of auditing public accounts. The majority of local audits in Illinois are of a perfunctory nature. Most of them have little fiscal value, because they do not furnish the public with sufficient details to enable them to analyze governmental expenses. Periodic auditing by qualified accountants will improve the administration of government.

3

BUDGETS

ABUDGET is a financial statement which shows the estimated receipts and expenditures for a future fiscal period. It enables the people to know the amounts of revenue, and the purposes for which these moneys will be used. A proper budget law gives to the people the privilege of attending public hearings prior to the adoption of a budget. The budget hearing is the proper place at which to make a protest on proposed expenditures. Some of our local governments have adopted the budget method of administering their fiscal affairs. Many have not. Uniformity in accounting and periodic auditing are prerequisites of good budgeting procedure. All three would contribute materially to a sound administration of government in Illinois.

The Illinois Municipal Budget Act was adopted in 1937. It required that each municipality adopt an annual budget and an annual appropriation ordinance, except cities, villages and incorporated towns; all counties, which are subject to separate acts; park districts organized under the park district act of 1895; the Sanitary District of Chicago; the Cook County Forest Preserve District; the Board of Education of Chicago; and the Chicago Park District. The Chicago and Cook County bodies are subject to separate acts, requiring them to hold public hearings. Present statutes provide that cities, villages and incorporated towns must adopt Appro-

priation Ordinances. But these ordinances lack the most important part of budgetary proceedings—the provision for a public hearing.

The 1937 Act expressly provided that the failure to adopt an annual budget; to pass an annual appropriation ordinance; or to comply in any respect with the provisions of the act, would not affect the validity of any tax levy of a municipality, if the levy were otherwise in conformity with the law.

The act was amended in 1939. Some improvements were made to the act, based upon past experience, but such changes were largely technical, and had little bearing upon the scope of the act.

The 1939 Amendments permit school districts governed by a board of directors to employ a different procedure from that of other municipalities, but it did not contain any mandatory provisions for enforcement.

The major weaknesses of the act of 1937 as amended in 1939 are that it does not apply to cities, villages, incorporated towns and to certain other municipalities; and that Section 4 of the original act of 1937 provides that failure to comply with the act in any respect shall not affect the validity of any tax levy. These weaknesses largely defeat the municipal Budget Law.

In 11 years Indiana saved its citizens over \$21,000,000 through the use of the budget. The Multnomah County Tax Conservation Commission in Oregon reduced the total levies of that County from 1922-36 by \$10,000,000.

C. B. Murtagh, a former Iowa State Comptroller, referring to the budget law, is quoted in the annual report of the Iowa Taxpayers Association for the year 1941, in part as follows: "During the five years of its operation, it is my opinion that

the taxpayers of Iowa have been saved many millions of dollars."

While improvements can be made in the present budget law, its replacement by a broader measure is highly desirable.

(1) It should deal with the problem of municipal finance as a unit. It should contain provisions with respect to municipal budgets, financial reports and audits, subject to some degree of central state supervision.

(2) The budget provision should be made applicable to all taxing bodies with exceptions only of the larger local governmental units now controlled by more detailed separate acts.

(3) It should be flexible enough to provide for less detailed requirements for small school districts, but with more reliance upon financial reports and audits for control in those cases.

(4) It should be mandatory that the budget be filed with, and made a part of the tax levy.

If these things were done, the budget requirements would automatically enforce themselves, and it would be possible to do away with the great mass of litigation challenging tax levies on the grounds that they do not sufficiently make separate statements of the amount for each purpose.

4

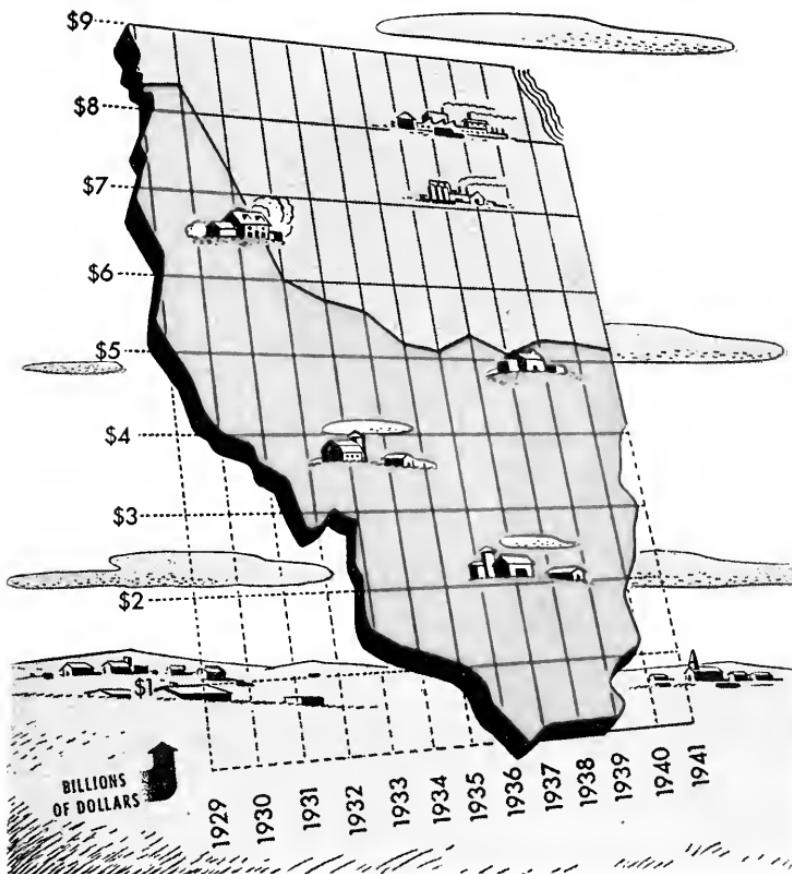
ASSESSMENT METHODS

MODERNIZATION of assessing methods would improve the administration of government in Illinois. Assessing methods lack both standardization and uniformity. We have an army of approximately 2600 individuals doing assessment work. Many are inadequately equipped to perform this task. Each of them has his own ideas as to how your home, farm, automobile, business, and other properties should be valued for taxing purposes. Our assessors have the task of appraising 2,500,000 parcels of urban real estate; 750,000 rural properties with a total of 36,000,000 acres of land; as well as the personal property of approximately 8,000,000 people and 31,000 corporations.

During the past decade, assessed valuations in Illinois have dropped 28%. Chart IX, and Table V of the Appendix show the valuations for recent years. In 1941 the assessed value of all property was about \$5,234,439,000.

There is a great difference in the level of assessments in the various counties—even in the townships within a single county. In 1939 two individuals built new homes in a Central Illinois city. One house was across the street from the other, but each was in a different township. One house and lot cost \$7,500 and it was assessed for \$1,500. The other house and lot cost \$5,000, but it was assessed for \$2,000. Both wonder how this assessing business is done.

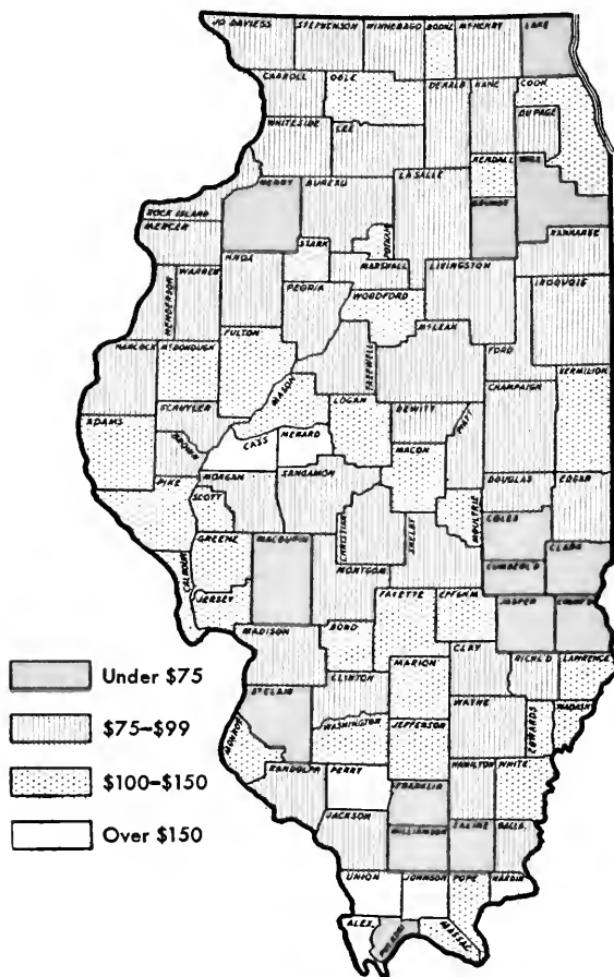
CHART IX
ASSESSED VALUATION—1929-1941



Further information is set forth in Table V of the Appendix

Source of data: Annual Reports of Illinois Tax Commission.

CHART X
AVERAGE ASSESSED VALUATION OF AUTOMOBILES—1941



Further information is set forth in Table VI of the Appendix.

Source of data: Report of Illinois Tax Commission

ASSESSMENT METHODS

In Will County, according to the assessor, automobiles had an average value in 1941 of \$48.00 each, while the assessors in Hardin County valued automobiles at \$254.00 each. The valuations for all counties are indicated on Chart X, and are listed in Table VI of the Appendix.

The judgment of assessors varies to an even greater degree within each county. For example, in one Illinois county the assessor in one township assessed automobiles at an average of \$22.45 each, while in the adjoining township of the same county they were assessed at \$116.73.



1,500 Illinois township tax assessors have a free hand in evaluating property for taxation.

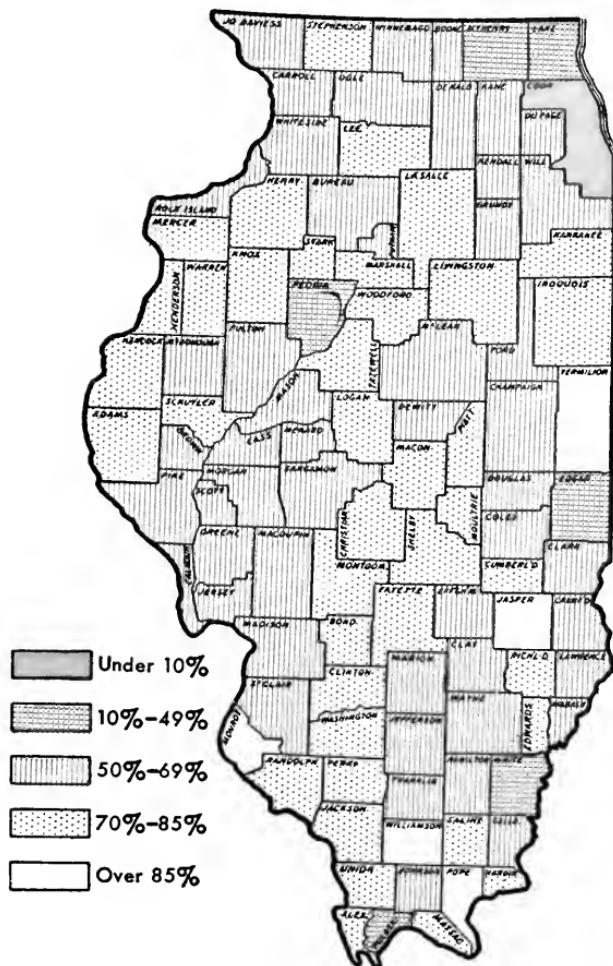
Not only is there considerable variation in the valuation of automobiles, but there is also considerable variation in the number assessed. The assessors of Jasper County placed 2,697 automobiles on the tax rolls in 1941. Of 2,919 licensed cars in Jasper County, 92% were assessed. That was a good job! Only 56,058 cars were assessed in Cook County. 839,424 passenger cars were licensed in Cook County. Consequently, personal property taxes were assessed on only about 7% of the automobiles in Cook County. The percentage of automobiles assessed in all counties is listed in Table VI of the Appendix, and also indicated on Chart XI. In the entire State of Illinois there were 1,831,343 licensed passenger automobiles in 1941; of this number 700,381, or 38% were assessed.

The great variance in assessments is not confined to automobiles alone. There are also considerable differences of opinion in appraising cattle, and other types of livestock. In 1941 the average assessment for cattle in Menard County was \$30.79 per head; but in Saline County the assessor valued them at only \$10.42 per head. (See Chart XII, and Table VII of Appendix for further data.) In Sangamon County, the Curran Township assessor valued cattle at \$5.31 each, while Lanesville Township assessor in the same county assessed them at \$26.00 per head. In the same county we find horses assessed in Maxwell Township at \$10.18 each; and in Springfield Township, at \$31.67 per head. Still further, in Sangamon County, hogs were assessed in Divernon Township at \$2.20 per head, whereas the assessor in Pawnee Township valued them at \$6.77 per head.

Flagrant inequalities in the methods of assessing real and personal property may be expected as long as our archaic taxation system exists. With the tax assessors working about three months each year, it is not possible for them to correctly appraise all kinds of property. The appraised value of real estate, automobiles, livestock and other personal property will continue to vary between counties and townships within the same county, until the law governing assessments is improved and assessors are properly trained.

In 29 states assessing is done by the county assessors; in 15 states the assessing is done by the township assessor; see Chart XIII for reference to individual States. New York and New Jersey have an assessor for each assessing district. An assessing district in New York is a city or township, and in New Jersey it is a city, borough, village or township. Missouri has county, township and city assessors, depending

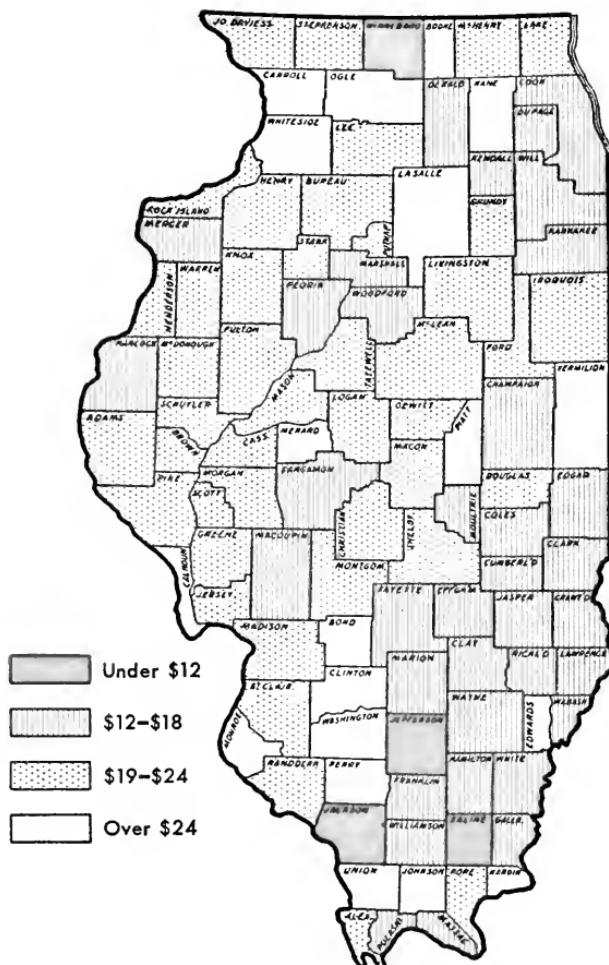
CHART XI
PERCENTAGE OF LICENSED AUTOMOBILES ASSESSED
IN ILLINOIS—1941



Further information is set forth in Table VI of the Appendix

Source of data: Records of Secretary of State and Illinois Tax Commission

CHART XII
AVERAGE ASSESSED VALUATION OF CATTLE—1941



Further information is set forth in Table VII of the Appendix

Source of data: Report of Illinois Tax Commission

ASSESSMENT METHODS

upon the class of the unit. Illinois has 17 counties where the county treasurer is exofficio county assessor; 83 counties have an assessor in each township; a county assessor is elected in Cook County; and there is an elected board of county assessors in St. Clair County.

Assessors are elected by popular vote in 29 States, and appointed in 6 States; and in the remaining 13 these officials are elected in smaller communities, and appointed in certain classes of cities. The term of office in the different States varies from one to six years.

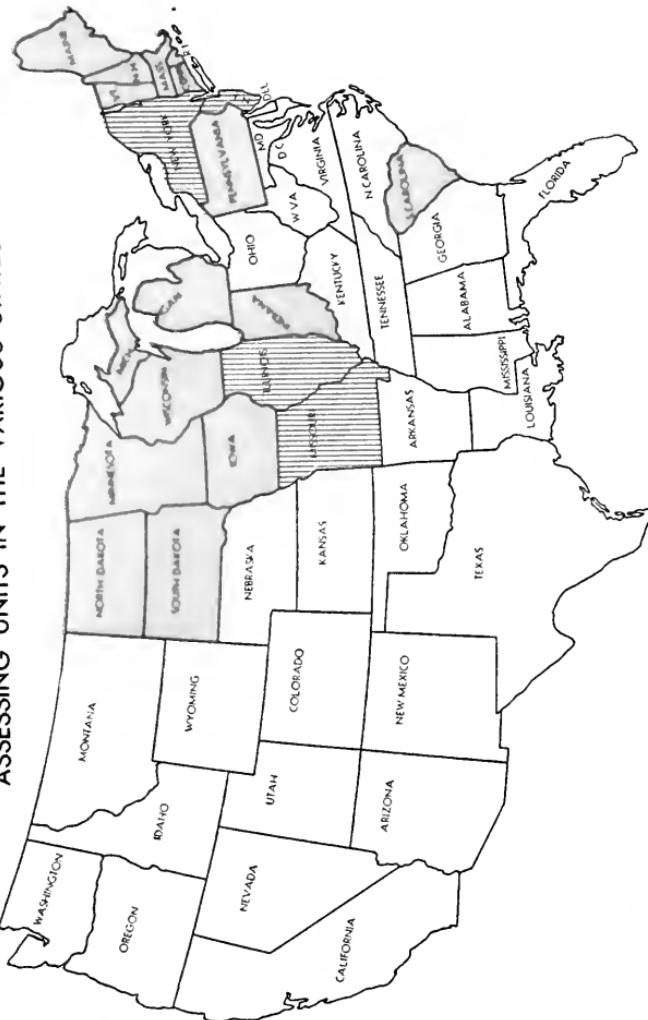
Tax assessing would be greatly improved if the county were adopted as an assessing unit. Such a move would result in a more efficient system of assessing, and insure a more equitable valuation within the county.

In 22 states the assessment date falls in January. January 1 or February 1 is the most convenient time for business men, as one of these dates is generally the beginning of their business year. (See Chart XIV.)

Our own assessment date, April 1, was established many years ago when the weather determined the time the roads were passable, and the assessor could get around in a horse and buggy. Today, there are few places in Illinois where this could be the reason for the assessment date.

Would it not be much more equitable if an average inventory were used as a basis of assessment and the assessment date changed to January 1? An assessment on the average value would eliminate the shifting of merchandise, livestock, grain and raw materials in order to evade the tax. At the present time 22 States and the District of Columbia follow the plan of determining personal property tax on an average inventory.

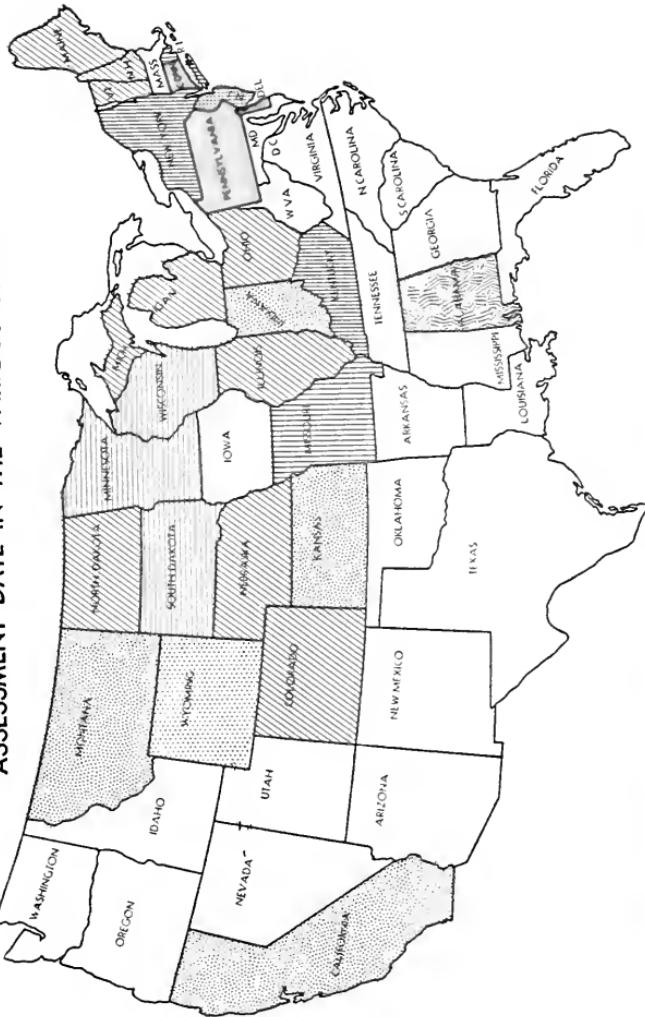
CHART XIII
ASSESSING UNITS IN THE VARIOUS STATES



 Township
 Mixed
 County

Source of data: National Association of Assessing Officers

CHART XIV
ASSESSMENT DATE IN THE VARIOUS STATES



Jan.
Feb.
Mar.
April
May
June
July
Oct.
Nov.
Varies

Source of data: Illinois Legislative Council Report No. 14, except Oregon and New Jersey which reflect recent changes in the law. Special provisions for certain cities have not been considered.

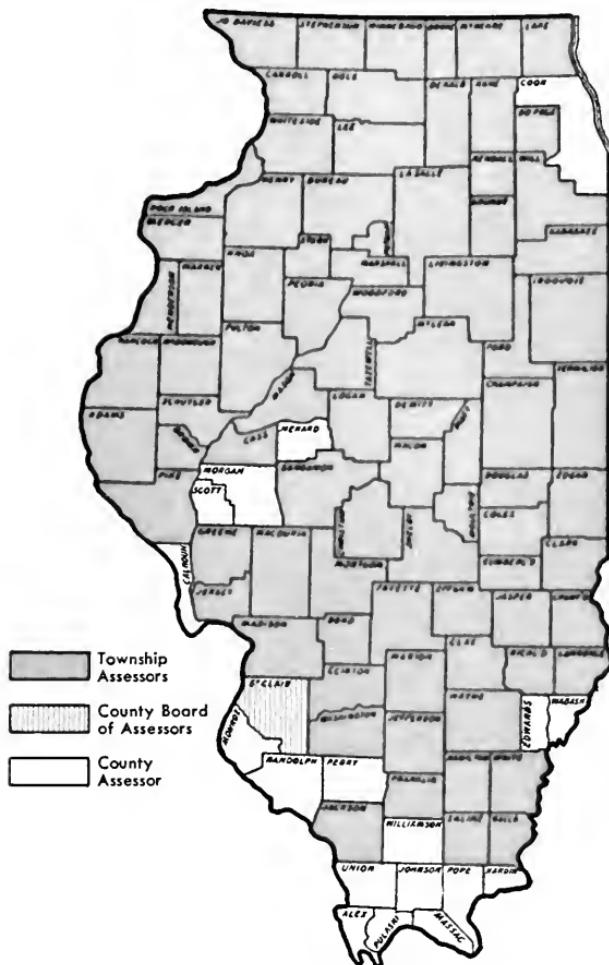
Real estate should be assessed at the same time as personal property. Delinquent tax dates should be moved forward at least one month each year until such time as the collection dates would allow all governing units to have at least a part of their tax collections come within the same fiscal year as the levy is made. This would save hundreds of thousands of dollars annually in interest charges on tax warrants and, at the same time, would improve personal property tax collections. It is 17 months, under our present law, from the time that the assessment is made until the date of delinquency for the payment of the second installment of real property tax. How long would a business house last if it had to wait 17 months to collect all charge accounts?

In all counties of the State under township organization, with the exception of Cook County and St. Clair County, the assessments are made by an assessor elected by popular vote in each township. The county treasurer is the ex-officio supervisor of assessments. In those counties not under township organization, the county treasurer is exofficio county assessor with the power to appoint deputy assessors who make the local assessments. (See Chart XV.)

To revise our assessment methods in order to establish a more uniform procedure of assessing we should:

- (1) Create larger areas as assessment districts, which will allow the employment of a full time individual who has been trained for this work.
- (2) Prepare and maintain tax maps and property tax cards.
- (3) Install and maintain a standardized system of assessment records.
- (4) Assess both real and personal property annually.

CHART XV
ASSESSING AUTHORITY IN EACH COUNTY



Source of data: Illinois Revised Statutes

TAX MODERNIZATION FOR ILLINOIS

- (5) Change the assessment date for all property to January 1 or February 1.
- (6) Assess all inventories on an average value for 12 month preceding the assessment date.

5

GOVERNMENTAL UNITS

ILLINOIS, with over 15,000 administrative bodies, has a larger number of taxing units than any other commonwealth in the United States. The large number of overlapping governmental units greatly increases the cost of administration of local government. Ten other states which lie to the east and south of Illinois—Indiana, Ohio, Pennsylvania, Delaware, Kentucky, Maryland, North Carolina, Tennessee, Virginia and West Virginia—have a population of 36,152,770 and a total of 14,145 governing units. In these states we find a taxing district for every 2,556 persons, while in Illinois there is a taxing district for each 520 individuals. In these nearby states the citizens are served by $\frac{1}{5}$ th as many governmental units as are functioning in Illinois. Chart XVI shows how 9 other important states compare with Illinois in number of taxing units. Table VIII of the Appendix gives data for all 48 states.

The school districts of Illinois constitute 12,142 of the total number of governmental units in our state.

In 1846, when the district system of schools was established in Illinois, most of the state was sparsely settled and travel was difficult. Today, the picture is changed. We have many thousands of miles of all-weather roads and the original necessity for “the little red school house” no longer exists. Our school system is divided into three general classifica-

CHART XVI

ILLINOIS LEADS THE NATION IN NUMBER OF TAX SPENDING UNITS



ILLINOIS, 15,202



NEW YORK, 9,609



MICHIGAN, 8,378



PENNSYLVANIA, 5,279



OHIO, 4,051



CALIFORNIA, 3,562



INDIANA, 1,822



NEW JERSEY, 1,159



MASSACHUSETTS, 428



Each symbol represents
one thousand
governmental units

Table VIII of the Appendix gives data for all 48 states.

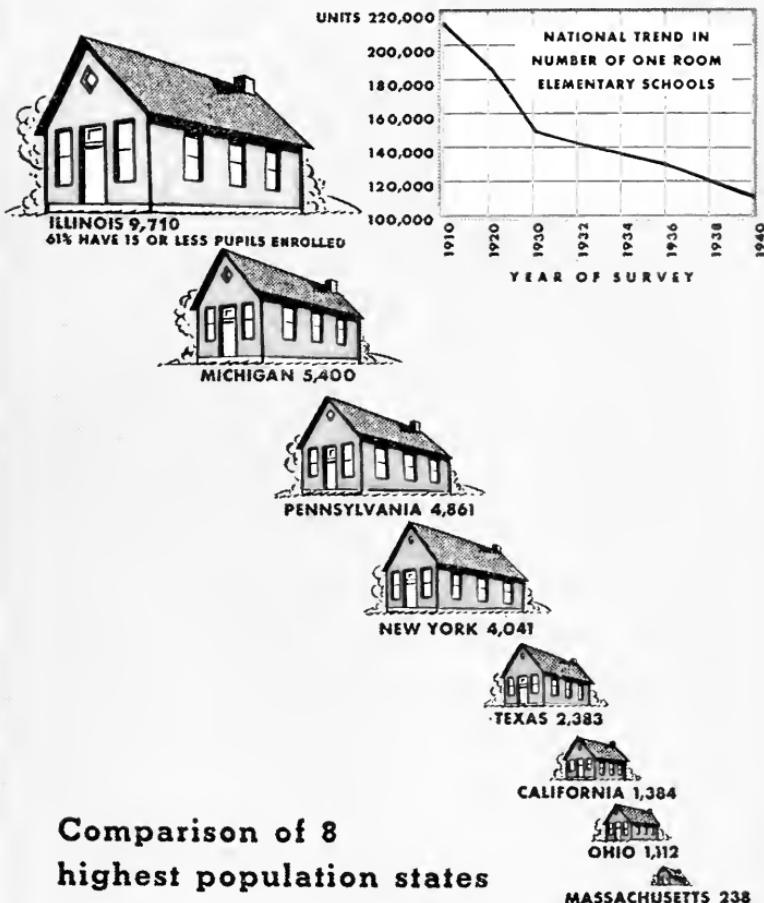
tions: One Room Schools, Elementary schools (with two or more teachers), and High Schools.

During the past decade the number of one-room schools has shown a steady decrease in the United States. [See Chart XVII, and Table XI in the Appendix.] In Illinois, school enrollment is becoming less each year, but we have made little progress in reducing the number of school districts. Illinois still leads the nation with 9,710 one-room school districts. This is 81% of all the school districts. Pope County, with 94%, has the largest percentage of one-room school districts; and Alexander County, with 27%, has the smallest. Data for all counties are shown on Chart XVIII, and Table IX in the Appendix.

Of the 9,710 one-room school districts in Illinois, 5,885, or 61%, have an enrollment of less than 15 pupils. The daily average attendance is much smaller. In Pike County 88% of the one-room schools have an enrollment of less than 15 pupils, while in Hardin County only 4% of the one-room schools have an enrollment of less than 15 pupils. See Table IX for data on all counties.

The Sixty-Second General Assembly, which adjourned June 30, 1941, is to be highly commended for its efforts to attack this problem of one-room schools. They passed a law that takes State Aid away from all school districts having less than seven pupils in average daily attendance. This will affect about 2,211 school districts. Certain exceptions are made where geographical barriers and poor roads make it impossible to transport pupils. The Statute, however, does not force the school to close, for local taxes may still be levied to keep them operating. What a pitiful sight it is as we travel over our many miles of paved roads, today,

CHART XVII
ILLINOIS LEADS THE NATION IN
NUMBER OF ONE-ROOM SCHOOL DISTRICTS

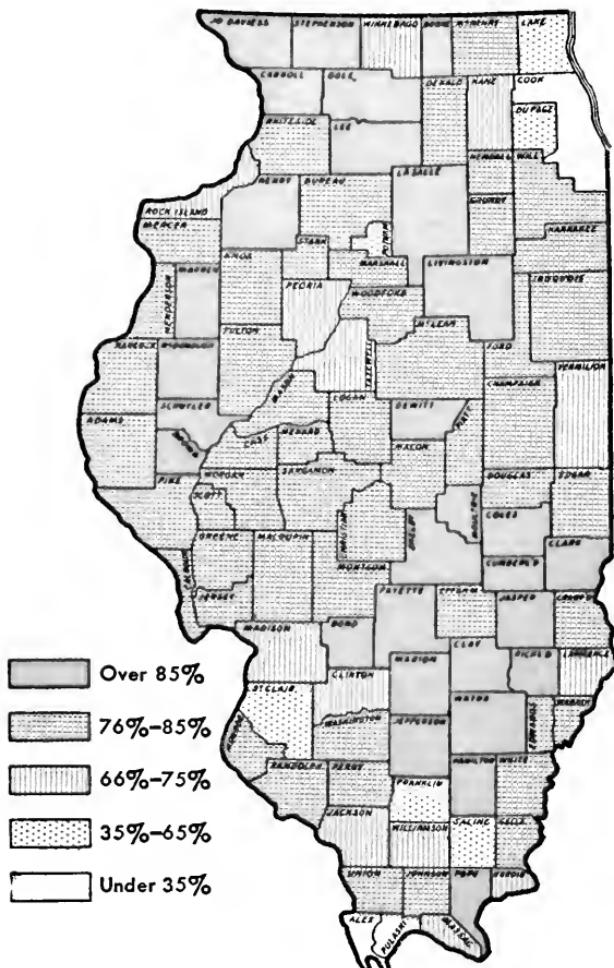


**Comparison of 8
highest population states**

Table XI of the Appendix gives data for all 48 states.

Source of data: U. S. Office of Education.

CHART XVIII
PERCENTAGE OF ONE-ROOM SCHOOL DISTRICTS
IN EACH COUNTY—1941



Further information is set forth in Table IX of the Appendix

Source of data: Reports of County Superintendents of Schools

GOVERNMENTAL UNITS

and pass a rural school with three or four pupils playing in the yard at recess time!!! It is then you realize that these children are being deprived of advantages they could have under more comprehensive school administration.

There are at least two approaches to the small school problem in Illinois.

First, the school township (not to be confused with the civil township) could be organized into one district for school taxing purposes. A school township varies in area throughout the State and contains a number of school districts. Studies have been made in three counties in North Central Illinois of the estimated cost if the school township were established as a school unit. It was found that no new buildings would have to be constructed, and that the tax rate could be reduced about 35%. Those pupils who live at a distance of over one and one-half miles from the school could be transported by bus, and the State would reimburse the district for part of these costs. There are many areas in Illinois where this plan would be practical and would give our rural children better schools. At the same time, the cost to the taxpayers would be much less.

Secondly, all rural schools and small village schools in the county could be operated under the jurisdiction of one county-wide Board of Education with full powers of administration. The pupils would be transported daily where necessary. A sufficient number of schools would be maintained so that the pupil load could be equitably distributed. Twelve states find this system works very well.

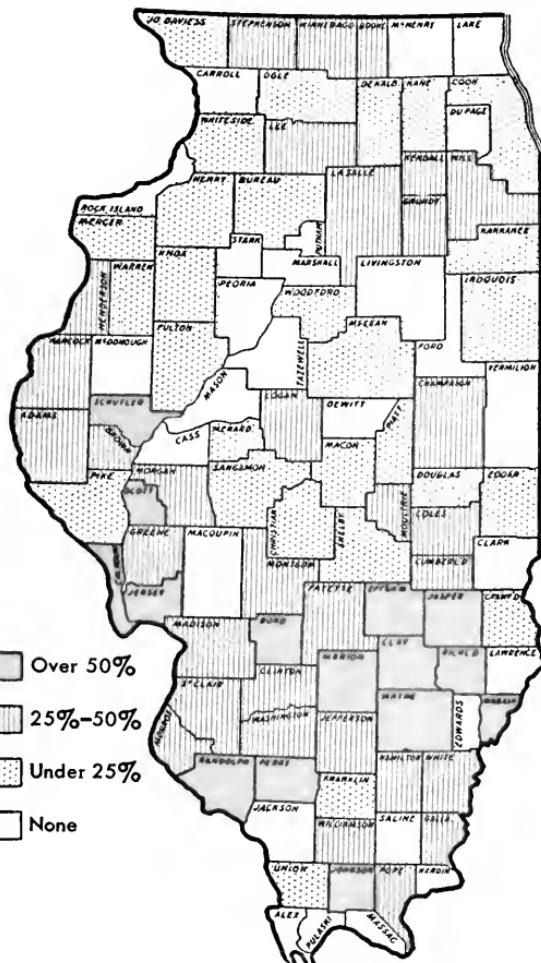
There are at present many small school districts not large enough to have facilities to use comprehensive methods of administration. There are at present many school districts

with an insufficient number of pupils. There are at present many school districts financially unable to support good schools. To make the necessary adjustments therefor; to reduce the cost of unnecessary duplication within certain areas; to improve the quality of school administration, need not involve additional tax expense. On the other hand, proper adjustments would result in substantial savings, and create better school facilities in the community. Making the school unit large enough to be efficiently and economically administered, will not interfere with local control of schools, or local self government.

The multiplicity of one-room schools is not the only "thorn in the side" of the taxpayer, for we have many high schools which are too small to be efficiently operated and they should be eliminated. There are 966 high schools in Illinois; and of this number approximately 22% are two or three year high schools. Schuyler County, with 88% of all its high schools operating two or three years, is the highest in the state. 27 counties do not have any high schools which offer less than a four-year course. Data for all counties may be found on Chart XIX, and in Table X of the Appendix. To maintain high schools with small enrollment creates an excessive cost in operation, and it is impossible to offer a well balanced curriculum with the small faculty that is employed. The per capita cost is exorbitant.

We also have many four year high schools, which are too small to operate efficiently and to give the best education at a low pupil cost. All the four-year high schools of Henderson County have an enrollment of less than 100 pupils. Chart XX indicates that there are 32 counties that have no high schools with such a small enrollment. There are 758 four-

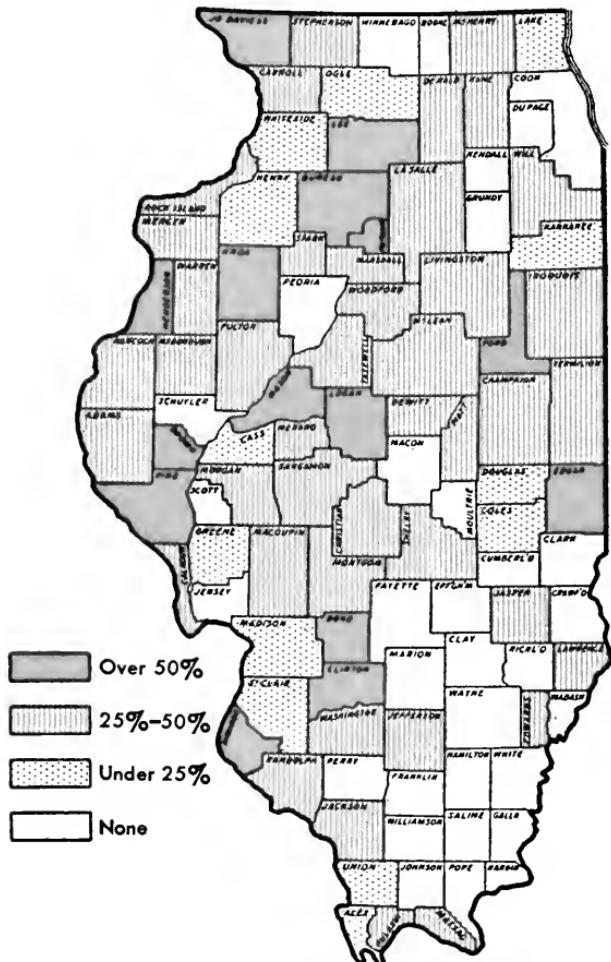
CHART XIX
**PERCENTAGE OF TWO AND THREE YEAR
 HIGH SCHOOLS IN EACH COUNTY—1941**



Further information is set forth in Table X of the Appendix

Source of data: Report of Superintendent of Public Instruction

CHART XX
PERCENTAGE OF FOUR-YEAR HIGH SCHOOLS
IN EACH COUNTY HAVING LESS THAN
100 ENROLLED—1941



Further information is set forth in Table X of the Appendix
Source of data: Report of Superintendent of Public Instruction

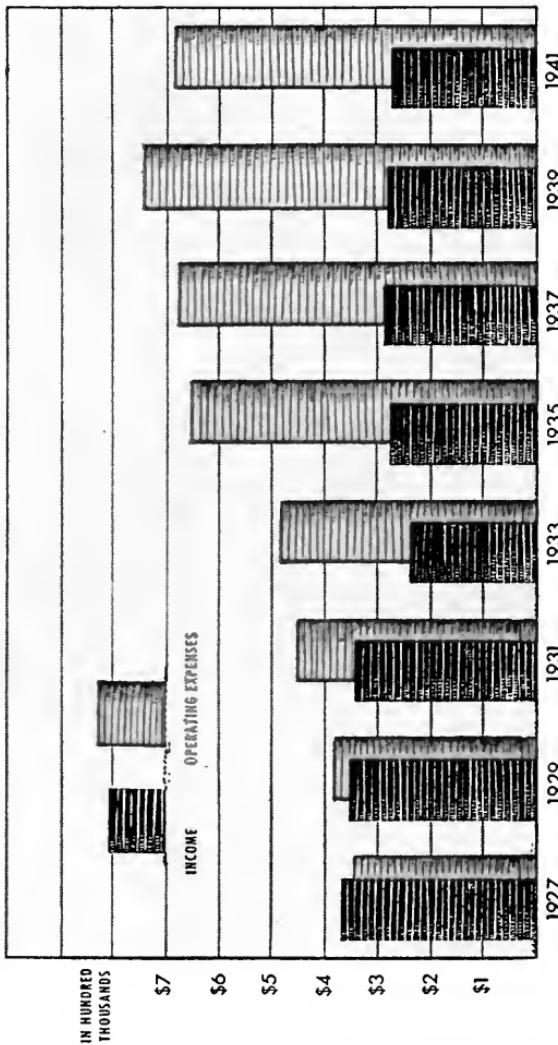
GOVERNMENTAL UNITS

year high schools in the state; 237, or 31% of the total, have less than 100 enrolled. Data for all counties may be found in Table X of the Appendix.

To improve this situation, the last session of the General Assembly enacted a bill, sponsored by the Governor's Advisory Taxation Committee. This measure requires that in order to establish any new high school district it must have a minimum assessed valuation of one million dollars, and a minimum population of 1,500.

The school township treasurer is clerk for the school township, as well as fiscal officer and custodian of funds for the school township and district schools. This office was created by the first General Assembly in 1818, and is another feature of our antiquated school system which could be more efficiently administered. There are 1,688 such offices, and 1,670 officials receive compensation for their work. Their individual salaries ranged in 1941 from \$15.00 to \$9,000.00, and office expenses ranged from nothing to \$35,056.09 per annum. Originally, expenses of this office were paid from the income of the school township loanable fund, which fund was derived from the original sixteenth section of land in each school township. During the many years this fund has been established, bad investments and property losses have practically exhausted it in many localities. The expenses of this office for the entire state in every year since 1929 have exceeded the income from the township loanable fund, as demonstrated in Chart XXI and Table XII of the Appendix. In 1941 the expenses of the school township treasurer's office were 147% greater than income from the township loanable fund. This office is an ever-increasing drain on the taxpayers and is diverting funds designed for educational purposes.

CHART XXI
INCOME OF THE SCHOOL TOWNSHIP FUND AND OPERATING EXPENSES
IN ILLINOIS—1927-1941

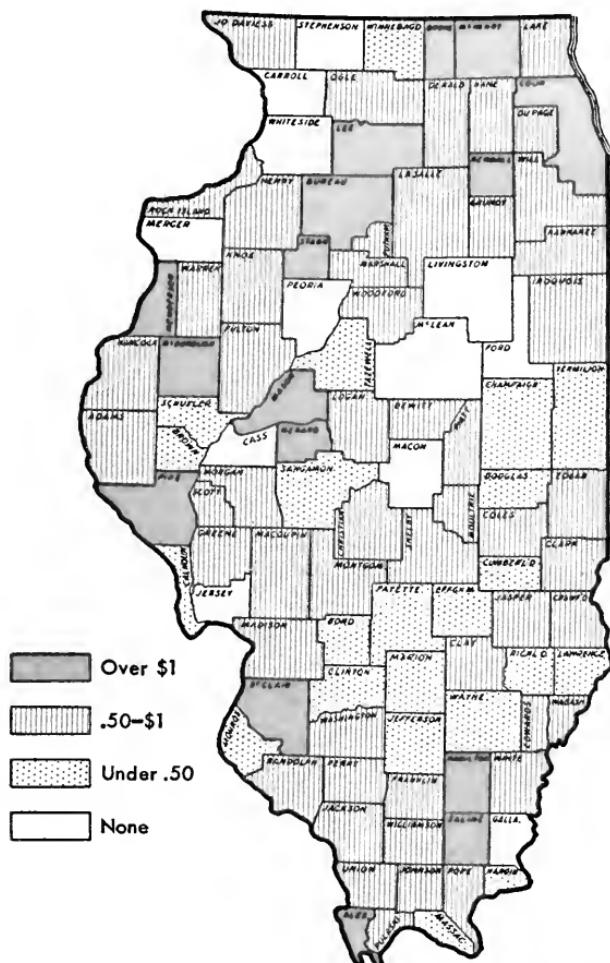


Further information is set forth in Table XII of the Appendix

Source of data: Reports of Superintendent of Public Instruction

CHART XXII

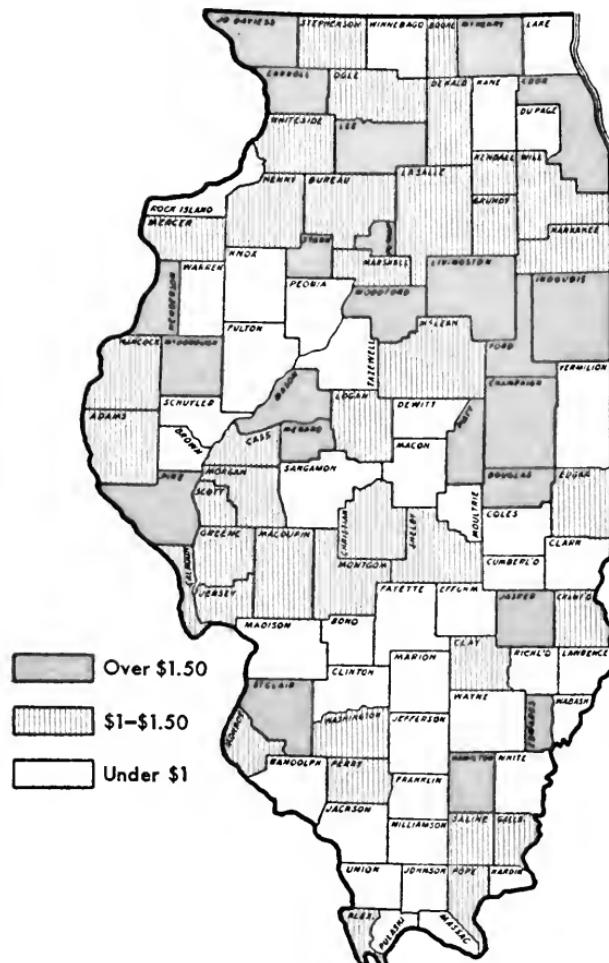
AMOUNT PER PUPIL TAKEN FROM STATE DISTRIBUTIVE FUND
TO DEFRAY EXPENSES OF SCHOOL TOWNSHIP TREASURER—1941



Further information is set forth in Table XIII of the Appendix.

Source of data: Report of Superintendent of Public Instruction

CHART XXIII
COST PER PUPIL OF SCHOOL TOWNSHIP
TREASURER—1941



Further information is set forth in Table XIII of the Appendix

Source of data: Report of Superintendent of Public Instruction

GOVERNMENTAL UNITS

The excess of expenses of the school township treasurer's office over income from the township loanable fund is made up from the State Distributive Fund (the only other distributable fund in the custody of the school township treasurer) at the expense of local taxpayers and sacrifice of the children. In reality, most school districts are not receiving the minimum of \$11.00 per elementary pupil in average daily attendance as granted to them by law. After the school township treasurer's excess expenses were deducted, the schools of Menard County received only \$9.17 per pupil. The state average is \$10.29 per pupil. Chart XXII and Table XIII give the details for each county in the state.

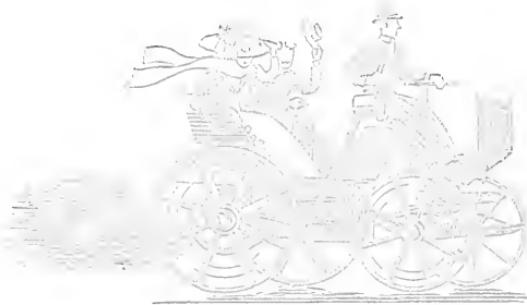
The actual cost of the school township treasurer's office for each elementary pupil in the entire state was \$1.19 in 1941. In Livingston County it was \$2.87 and in Winnebago County, only 37c. The school treasurer in the City of Rockford is not paid from the school funds, which accounts for this densely populated county having a low average cost. See Chart XXIII and Table XIII for costs in all counties.

It was originally intended that State Aid would be used entirely for educational purposes and not diverted to maintain the office of school township treasurer. This is not a healthy condition and it should be corrected.

The fiscal duties now performed by the school township treasurer could be more efficiently performed if they were transferred to a county-wide school administrative agency. This need not interfere with local deposit of funds or local self-government.

Another system of government which has outlived its usefulness is our method of administering local roads through the townships and road districts in the State. Many thousands

of dollars are being spent annually, but due to the lack of proper equipment, and experienced help we still have many miles of secondary and local roads which can be used only in certain seasons of the year. It is a well known fact that all-weather and hard-surfaced roads last longer and are cheaper to maintain than dirt roads. Today, Illinois has 1,578 township and road districts administering local roads;



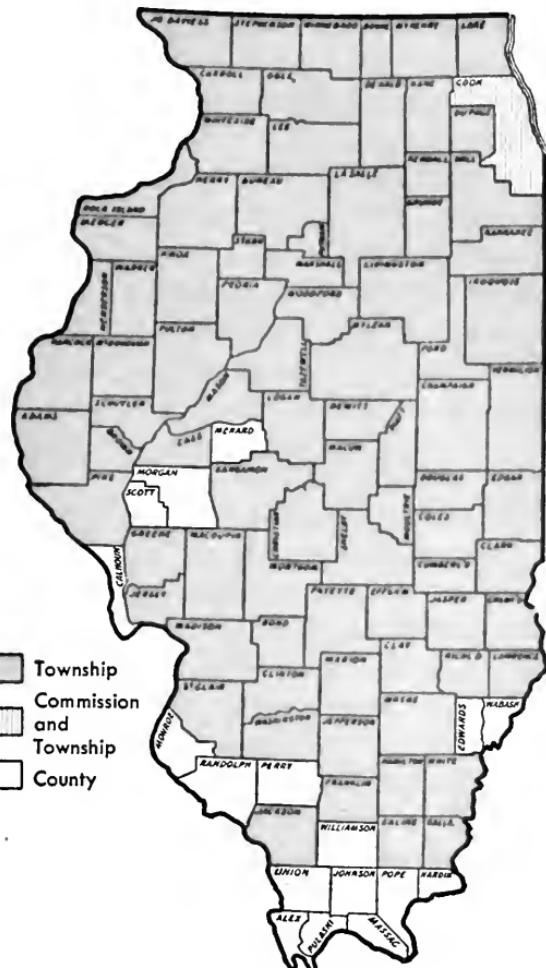
Administration of Local Roads Antedates This!

while Indiana, Iowa and Michigan, which have the county system, each has a much smaller number.

Hardin County has consolidated all of its road districts into one unit. By this plan, in the first year of its operation, the tax rates were reduced 10%, and a great saving will be realized in the years to come. In Winnebago County, three townships in and around Rockford have been consolidated into one unit for the purpose of giving a wider distribution to the concentration of taxable wealth in the City of Rockford. This has greatly improved the road system in the surrounding rural areas.

The Statute should be revised to permit consolidation of local road districts in the township organized counties. Our

CHART XXIV
FORM OF GOVERNMENTAL ORGANIZATIONS IN ILLINOIS
COUNTIES



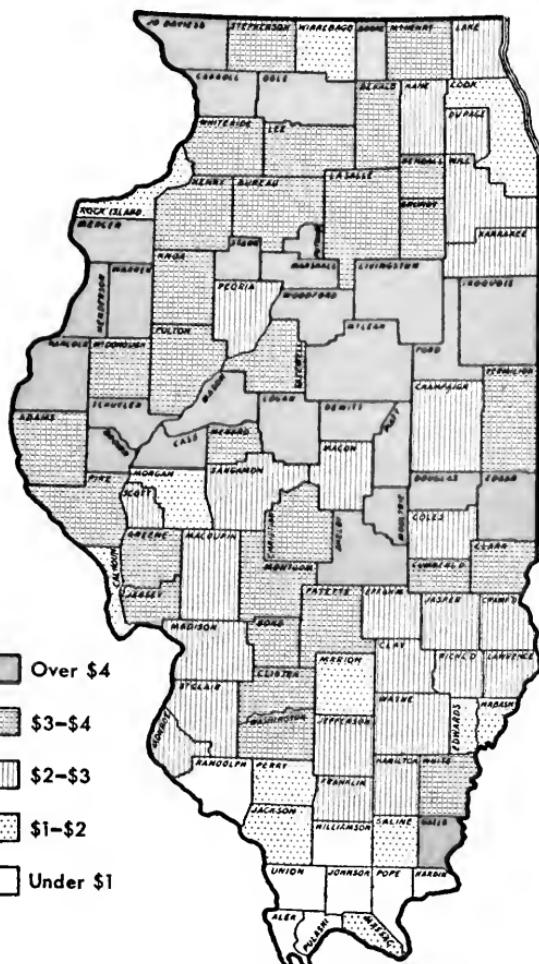
counties are well equipped to take over the building and maintenance of secondary roads. Every county has a superintendent of highways who has been trained for this work. Are the taxpayers going to continue paying the excessive costs of administering and maintaining secondary roads? A reduction in the number of road districts not only will decrease taxes, but will also give us better local roads and more efficient administration.

The early settlers in Illinois came from the New England States and the South. The Yankees installed the township form of government in Northern and Central Illinois; while the county organization that was established in the southern part of the State was built up by the Southerners. As a consequence, we have 84 counties with township organization and 17 with county organization. Cook County is also a township organized county, but has 15 county commissioners who are elected at large. (See Chart XXIV.)

Today, only 23 states have the township form of government, and, of this number, seven have some parts with no township organization functioning. The township form of government was created in Illinois by the Constitution of 1848. At that time, it was a day's journey for most citizens to go from their homes to the county seat over roads which, at some seasons of the year, were practically impassable. A small unit of government was then deemed advisable. Our modern transportation and improved highways have eliminated the necessity for these small units. The administrative duplication in each township is costly. The continuance of this system is perpetuating the jobs of many local politicians, and is an ever increasing drain on the taxpayers.

The administrative cost per person is much less in counties

CHART XXV
ADMINISTRATIVE COST PER PERSON
IN EACH COUNTY—1940



Further information is set forth in Table XIV of the Appendix

Source of data: Illinois Tax Commission

under county organization than in those which have township organizations. The highest per capita administrative cost is found in Stark County with a cost of \$5.33 per person. The lowest is in Williamson, with a cost of only 60c per person. The State average is \$2.34. Cost in all counties is set forth on Chart XXV and in Column 6 of Table XIV in the Appendix. Let us examine three groups of counties in Illinois.

The first group, which is under county organization, includes Union, Johnson, Pope, Hardin, Alexander, Pulaski and Massac Counties. They do not have townships, and the tax extension for 1940 which was used for county administrative functions was \$90,988. These counties had 69 elected officials, and the cost per person for administration was 87c. Now compare this group with Greene, Macoupin and Montgomery Counties which have township organization. The area and population of this latter group is approximately the same as the seven counties organized on the county plan. The second group has 58 townships with 212 elected officials. Their tax extension was \$308,411 for county administrative purposes in 1940. This represented an average cost per person for county government of \$3.05. Think of it—over three times as much!

Calhoun County in western Illinois has no townships. The average cost per person for administration of county affairs is \$1.43. Its neighboring counties—Pike, Greene and Jersey—have township organization. These three counties have an average per capita cost of \$3.24.

Lastly, let us compare Calhoun, Scott, Morgan and Menard Counties, all under county organization, to Adams County, which has the township form of government. Adams County has a population of 65,229. The other four counties

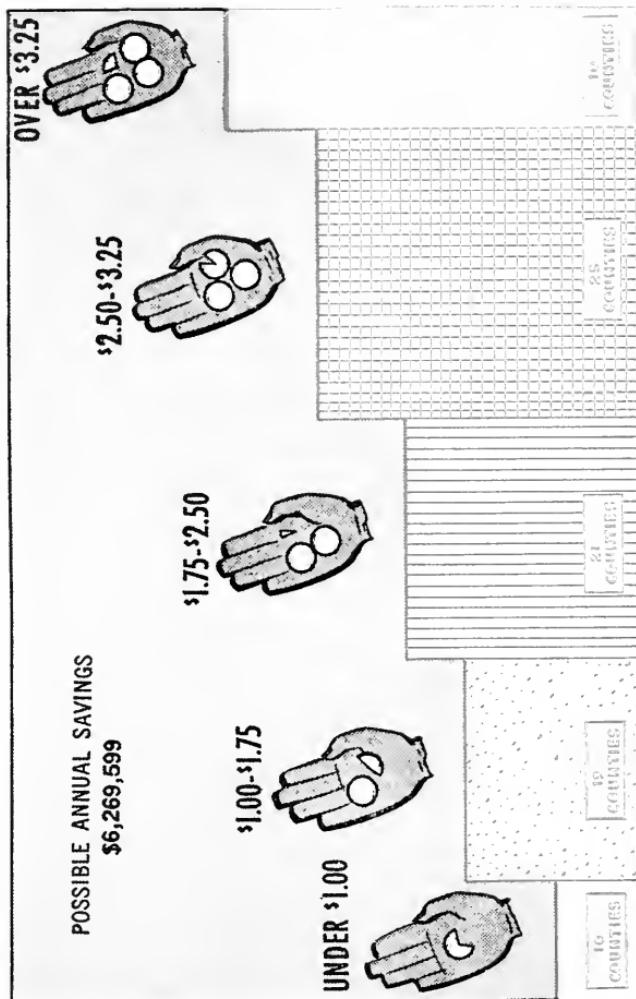
GOVERNMENTAL UNITS

which are organized on the county plan have 63,424 inhabitants. In Adams County the average cost per person was \$3.01, while in the others it was \$2.02. The four counties under the county organization have 40 elected officials while Adams County elected 93. The expense of administering government in Adams County was \$196,454, yet in the other four counties the total combined cost was \$128,191. These four counties with four separate sets of county offices and buildings operate for considerably less, and have fewer elected officials than Adams County, which has approximately the same number of inhabitants.

Eighty-four counties, excluding Cook County, have township organization. In 1940 they spent \$10,601,944 for administrative purposes, or \$3.01 per individual. The 17 commission type counties organized on a county-wide basis, and having no township organization, spent only \$382,281 for administrative purposes, or \$1.23 per person. It is reasonable to assume that by eliminating their 1,407 township governments and some 5,000 officials, the 84 counties could operate on the same per capita cost (\$1.23) as the 17 commission type counties. These 84 counties have a total population of 3,522,232. Thus it is possible to reduce their total county administrative expense to \$4,332,345, against a present cost of \$10,601,944. This would mean an economy of \$6,269,599 per year, or \$1.78 for every man, woman and child in these 84 counties (See Chart XXVI). Per capita savings for all counties computed on a similar basis are shown in Column 7 of Table XIV in the Appendix.

The township system is also furthered in the law which permits counties with a population of over 100,000 to have township tax collectors; thus, eleven of our Illinois Counties may

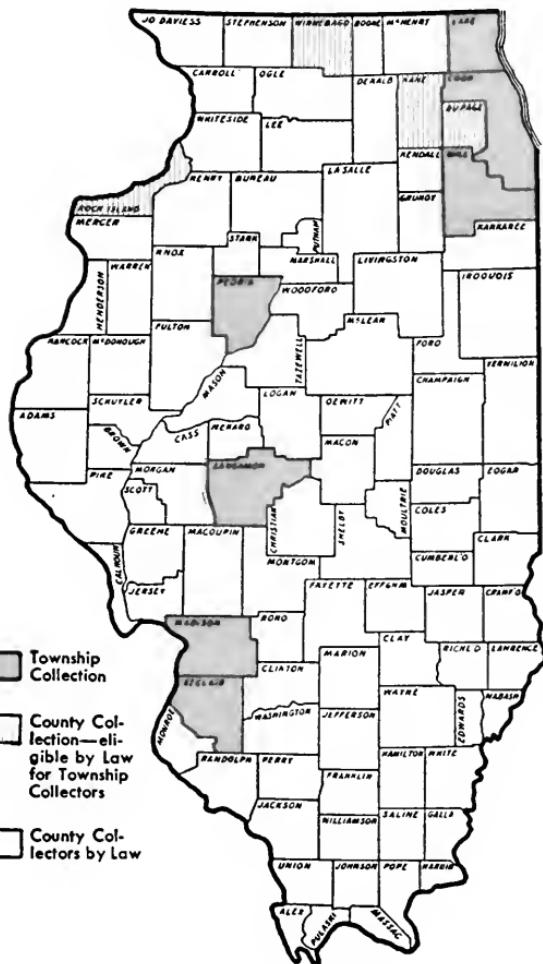
CHART XXVI
PER CAPITA SAVINGS IF COUNTY ORGANIZATION WERE EMPLOYED—1940



Further information is set forth in Table XIV of the Appendix.

Source of data: Illinois Tax Commission.

CHART XXVII
METHOD OF LOCAL TAX COLLECTION—1942



elect such officials. The seven counties indicated on Chart XXVII have chosen to elect township collectors, and four others have not. During the last session of the Legislature, a bill was introduced to eliminate this office and place the duties in the office of the County Treasurer. Some of the county officials favored this proposition and others were against it. One of the opposing county treasurers admitted, while testifying before the House Revenue Committee, that it would save the taxpayers at least one-half of the present cost of tax collections, if these duties were placed in his office, but he was against the bill. Why? Because it was not good politics for him to favor it, as the passage of the measure would have cost several political job-holders their positions. The legislation was finally amended so that each county may decide by referendum on the question of whether or not it will have township collectors.

If the office of township collector were abolished, and his duties were placed under the county collector, substantial savings could be realized each year in the seven counties which now have township collectors. A referendum is possible under the present law. Therefore, the solution now lies with the citizens who live in the seven counties that have elected township collectors.

Can the taxpayers get rid of this antiquated system? Yes! The statutes provide that the voters of any county may determine for themselves which form of government they desire. The law states that if 20% of the legal voters of any county having more than 75,000 population, or if in smaller counties, 5% of the voters, sign a petition, the County Board shall cause the same to be submitted to the voters at the next General Election. If the majority votes for the change, the Board

GOVERNMENTAL UNITS

of Supervisors will be eliminated and a Board of three county commissioners will be elected from the county at large. The term of the first officers so elected would be staggered so that after the first election, one official would be elected each year thereafter for a term of three years. Consequently, the Board would always contain two experienced commissioners.

To conclude our discussion on the administration of local government, let us summarize the results that can be accomplished if the present functions of the school districts, and the township and the local road districts were consolidated into larger administrative units, such as the county. We would:

- (1) Improve the administration of local government.
- (2) Establish a unit large enough to adopt economical methods of operation.
- (3) Eliminate many costly offices.
- (4) Eliminate unnecessary duplication.
- (5) Provide for an equitable system of assessing taxes.
- (6) Save the taxpayers money.

Are you taxpayers going to permit this complex system to continue? Are you going to go on year after year considering the present system sacred to the memory of your ancestors? If you taxpayers pool your efforts and influence, this Five-Point Program will become a reality, and an everlasting improvement in the administration of local government would be born to the benefit of this generation, and to the benefit of posterity.

TAX MODERNIZATION FOR ILLINOIS

TABLE I

U. S. RECEIPTS AND EXPENDITURES FROM 1901 TO 1943

(Fiscal Years Ending June 30—In thousands of dollars)

Year	Receipts	Expenditures
1901	\$ 587,685	\$ 524,617
1902	562,478	485,234
1903	561,881	517,006
1904	541,087	583,660
1905	544,275	567,279
1906	594,984	570,202
1907	665,860	579,129
1908	601,862	659,196
1909	604,320	963,744
1910	675,512	693,617
1911	701,833	691,202
1912	692,609	689,881
1913	724,111	724,514
1914	734,673	735,081
1915	697,911	760,587
1916	782,535	734,056
1917	1,124,325	1,977,682
1918	3,664,583	12,697,837
1919	5,152,257	18,522,895
1920	6,694,565	6,482,090
1921	5,624,933	5,538,209
1922	4,109,104	3,795,303
1923	4,007,135	3,697,478
1924	4,012,045	3,506,678
1925	3,780,149	3,529,643
1926	3,962,756	3,854,988
1927	4,129,394	3,493,585
1928	4,042,348	3,643,520
1929	4,033,250	3,848,463
1930	4,177,942	3,994,152
1931	3,189,639	4,091,598
1932	2,005,725	4,947,777
1933	2,079,697	4,325,150
1934	3,115,544	6,370,947
1935	3,800,467	7,583,434
1936	4,115,957	9,068,886
1937	5,293,840	8,546,380
1938	6,241,661	7,691,287
1939	5,667,824	9,268,338
1940	5,924,836	9,666,086
1941	7,607,211	12,774,890
1942	13,047,094	32,491,307
1943	25,000,000	73,100,000

Source of data: Statistical Abstract of the United States and United States Treasury Reports—except 1943 which is estimated.

APPENDIX

TABLE II RECEIPTS AND EXPENDITURES OF THE STATE OF ILLINOIS

(Fiscal Years Ending June 30)
(Trust Funds and Transfers Excluded)

Year	Receipts	Expenditures
1925	\$ 84,056,231	\$ 96,388,388
1926	88,617,518	80,551,705
1927	84,065,180	74,920,074
1928	92,232,418	93,641,065
1929	108,658,407	111,953,787
1930	103,944,138	97,385,963
1931	120,696,500	128,003,078
1932	98,291,371	124,527,620
1933	122,979,869	117,128,418
1934	135,612,486	141,029,985
1935	174,388,637	148,132,568
1936	163,857,123	164,155,912
1937	205,633,011	198,377,975
1938	219,575,795	208,250,430
1939	216,027,870	225,524,723
1940	234,543,088	235,819,946
1941	247,880,175	235,731,018
1942*	273,814,434	232,519,362

*Preliminary figures, subject to revision.

Source of data: Reports of Auditor of Public Accounts and Department of Finance.

TAX MODERNIZATION FOR ILLINOIS

TABLE III

TAX DELINQUENCIES IN STATE OF ILLINOIS

1939 Levy Uncollected at Close of 1940

County	Assessed Valuations	Per Cent Delinquent	County	Assessed Valuations	Per Cent Delinquent
Adams	\$ 60,229,870	4.0	Lee	\$ 37,431,969	3.2
Alexander	12,652,450	33.7	Livingston	43,111,006	2.3
Bond	13,322,140	3.4	Logan	34,381,197	3.4
Boone	17,912,437	3.5	Macon	63,492,213	5.1
Brown	7,148,964	3.7	Macoupin	23,674,207	5.0*
Bureau	29,386,807	2.7	Madison	85,106,392	5.3
Calhoun	5,437,715	2.1	Marion	25,700,916	5.3
Carroll	19,846,231	2.7	Marshall	15,190,806	6.5
Cass	13,951,830	4.2	Mason	17,923,146	7.4
Champaign	53,722,041	2.9	Massac	7,048,493	7.0*
Christian	32,319,888	7.3	McDonough	25,975,065	3.1
Clark	10,927,667	7.6	McHenry	35,228,737	5.8
Clay	10,852,753	6.0*	McLean	65,631,673	3.8
Clinton	16,881,782	1.6*	Menard	14,593,239	2.4
Coles	21,035,505	5.0	Mercer	17,617,857	3.1
Cook	2,495,376,045	22.8**	Monroe	14,187,258	1.1
Crawford	12,132,181	0.4	Montgomery	23,961,216	4.8
Cumberland	5,966,258	4.1	Morgan	31,412,516	2.4
De Kalb	36,010,989	.8	Moultrie	13,530,268	1.3
De Witt	17,378,274	1.3	Ogle	32,777,265	1.3
Douglas	18,481,020	3.3	Peoria	11,433,656	3.4
Du Page	63,779,277	15.4	Perry	14,338,738	12.1
Edgar	21,831,702	2.8	Platt	29,921,714	4.2
Edwards	5,073,261	1.3	Pike	14,173,016	10.6
Effingham	13,622,706	4.9	Pope	3,540,448	3.0*
Fayette	17,658,136	3.5	Pulaski	5,755,177	27.0*
Ford	18,372,273	3.8	Putnam	4,789,061	1.8
Franklin	15,759,247	21.2	Randolph	16,191,587	2.0*
Fulton	35,683,833	5.6	Richland	11,049,124	2.9
Gallatin	4,632,200	8.0*	Rock Island	65,284,099	4.9
Greene	15,528,791	3.7	St. Clair	121,072,524	15.9
Grundy	18,202,962	3.6	Saline	11,337,116	6.0*
Hamilton	4,004,000	3.2	Sangamon	84,670,318	4.1
Hancock	25,120,325	1.9	Schuylerville	8,756,134	4.6
Hardin	3,222,072	5.0*	Scott	8,151,216	3.6
Henderson	13,062,925	5.1	Shelby	21,281,471	2.8
Henry	45,261,224	1.9	Stark	12,850,681	1.0
Iroquois	41,368,910	2.8	Stephenson	35,905,754	1.5
Jackson	12,749,284	11.5	Tazewell	47,022,723	2.1
Jasper	5,952,291	.5*	Union	9,466,225	10.2
Jefferson	13,710,917	7.1	Vermilion	60,390,298	7.3
Jersey	9,640,037	5.0*	Wabash	8,373,847	2.8
Jo Daviess	18,105,589	2.8	Warren	23,273,446	3.7
Johnson	5,211,168	15.1	Washington	13,289,815	.7
Kane	82,966,147	9.6	Wayne	10,222,334	7.7
Kankakee	31,313,241	3.8	White	6,100,239	5.0*
Kendall	13,105,508	3.0	Whiteside	35,923,202	3.0*
Knox	55,986,130	1.4	Will	71,578,525	9.8
Lake	79,827,820	10.9	Williamson	15,302,195	27.0*
La Salle	81,931,679	3.4	Winnebago	73,500,518	4.4
Lawrence	10,556,208	.6	Woodford	20,734,903	1.7

*Estimated.

Source of data: Barcus, Kindred & Co. (Cook County excepted)

**Cook County Collectors Report

APPENDIX

TABLE IV

TAXES FOR 1928-1940 UNCOLLECTED IN COOK COUNTY

(As of March 31, 1942)

	Taxes Billed (Extended)	Taxes Collected	TAXES UNCOLLECTED		Deductions for Write- Offs, Fore- closures & Legal De- cisions
			Amount	Per Cent	
1928					
Real Estate	\$168,793.713	\$160,769,505	\$ 8,024,208	4.75	\$ 7,595,798
Railroad	10,988,467	10,844,788	143,679	1.31	143,679
Personal Prop.	40,037,085	27,813,619	12,223,466	30.53	12,223,466
TOTAL	219,819,265	199,427,912	20,391,353	9.28	19,962,943
1929					
Real Estate	202,421,537	183,149,717	19,271,820	9.52	16,449,870
Railroad	12,621,935	12,343,938	277,997	2.20	277,997
Personal Prop.	45,501,208	30,658,973	14,842,235	32.62	14,842,235
TOTAL	260,544,680	226,152,628	34,392,052	13.20	31,570,102
1930					
Real Estate	221,452,089	198,028,870	23,423,219	10.58	17,16,163
Railroad	13,340,177	12,353,034	987,143	7.40	987,143
Personal Prop.	55,492,239	30,044,348	25,447,891	45.86	25,447,891
TOTAL	290,284,505	240,426,252	49,858,253	17.18	44,151,202
1931					
Real Estate	179,915,405	166,045,020	13,870,385	7.71	13,493,556
Railroad	13,049,507	12,269,594	779,913	5.98	779,913
Personal Prop.	70,791,602	35,990,350	34,801,342	49.16	34,801,342
TOTAL	263,756,604	214,304,964	49,451,640	18.75	49,074,811
1932					
Real Estate	140,578,201	123,146,978	17,431,223	12.40	11,949,148
Railroad	12,174,948	10,705,180	1,409,768	11.58	1,393,768
Personal Prop.	65,110,338	33,207,170	31,903,168	49.00	31,853,168
TOTAL	217,863,487	167,119,328	50,744,159	23.29	45,190,084
1933					
Real Estate	115,403,420	102,327,335	13,076,085	11.33	6,924,206
Railroad	9,481,458	8,325,359	1,156,099	12.19	945,099
Personal Prop.	53,956,270	24,079,575	29,876,695	55.37	29,826,695
TOTAL	178,841,148	134,732,269	44,108,879	24.66	37,696,000
1934					
Real Estate	125,541,800	114,004,319	11,537,481	9.19	6,324,481
Railroad	10,296,664	9,029,182	1,207,482	12.31	997,482
Personal Prop.	50,777,894	23,816,499	26,961,395	53.10	26,461,395
TOTAL	186,616,358	146,850,000	39,766,358	21.31	33,783,358
1935					
Real Estate	138,986,060	123,017,356	15,968,704	11.49	10,132,301
Railroad	10,943,145	9,812,590	1,130,555	10.33	1,130,555
Personal Prop.	46,350,587	28,497,374	17,853,213	38.52	17,353,213
TOTAL	196,279,792	161,327,320	34,952,472	17.81	28,616,072

(Continued on page 86)

TAX MODERNIZATION FOR ILLINOIS

TABLE IV (Continued)

TAXES FOR 1928-1940 UNCOLLECTED IN COOK COUNTY

(As of March 31, 1942)

	Taxes Billed (Extended)	Taxes Collected	TAXES UNCOLLECTED		Deductions for Write- Offs, Fore- closures & Legal De- cisions
			Amount	Per Cent	
1936					
Real Estate	<u>\$152,653,163</u>	<u>\$138,793,884</u>	<u>\$13,949,279</u>	<u>9.14</u>	<u>\$7,449,279</u>
Railroad	<u>11,958,723</u>	<u>10,603,172</u>	<u>1,355,551</u>	<u>11.34</u>	<u>1,114,289</u>
Personal Prop.	<u>49,082,210</u>	<u>32,487,462</u>	<u>16,594,748</u>	<u>33.81</u>	<u>15,994,748</u>
TOTAL	<u>213,694,096</u>	<u>181,794,518</u>	<u>31,899,578</u>	<u>14.93</u>	<u>24,558,316</u>
1937					
Real Estate	<u>140,849,571</u>	<u>127,524,524</u>	<u>13,325,047</u>	<u>9.46</u>	<u>8,125,047</u>
Railroad	<u>10,607,069</u>	<u>9,507,270</u>	<u>1,039,799</u>	<u>9.80</u>	<u>789,799</u>
Personal Prop.	<u>58,493,386</u>	<u>35,147,697</u>	<u>23,345,689</u>	<u>39.91</u>	<u>20,745,689</u>
TOTAL	<u>209,950,026</u>	<u>172,239,491</u>	<u>37,710,535</u>	<u>17.96</u>	<u>29,660,535</u>
1938					
Real Estate	<u>147,206,201</u>	<u>133,626,855</u>	<u>13,579,346</u>	<u>9.22</u>	<u>7,079,346</u>
Railroad	<u>9,026,069</u>	<u>8,543,660</u>	<u>483,009</u>	<u>5.35</u>	<u>400,000</u>
Personal Prop.	<u>50,013,104</u>	<u>31,845,611</u>	<u>18,167,493</u>	<u>36.33</u>	<u>15,167,493</u>
TOTAL	<u>206,245,974</u>	<u>174,016,126</u>	<u>32,229,848</u>	<u>15.63</u>	<u>22,046,839</u>
1939					
Real Estate	<u>150,970,287</u>	<u>132,780,146</u>	<u>18,190,141</u>	<u>12.05</u>	<u>.....</u>
Railroad	<u>9,506,474</u>	<u>9,014,277</u>	<u>492,197</u>	<u>5.18</u>	<u>.....</u>
Personal Prop.	<u>55,409,162</u>	<u>32,007,270</u>	<u>23,341,892</u>	<u>42.13</u>	<u>.....</u>
TOTAL	<u>215,885,923</u>	<u>173,861,693</u>	<u>42,024,230</u>	<u>19.47</u>	<u>.....</u>
1940					
Real Estate	<u>152,818,760</u>	<u>137,920,532</u>	<u>14,898,228</u>	<u>9.74</u>	<u>.....</u>
Railroad	<u>10,378,653</u>	<u>10,353,274</u>	<u>25,379</u>	<u>0.24</u>	<u>.....</u>
Personal Prop.	<u>57,834,476</u>	<u>32,307,864</u>	<u>25,526,612</u>	<u>44.14</u>	<u>.....</u>
TOTAL	<u>221,031,889</u>	<u>180,581,670</u>	<u>40,450,219</u>	<u>18.30</u>	<u>.....</u>

ACCUMULATED TOTALS

	Uncollected Taxes	Deductions For Write-Offs, Fore- closures & Legal Decisions	Net Amount Of Uncollect- ed Taxes
Real Estate	<u>\$196,545,166</u>	<u>\$113,239,203</u>	<u>\$ 83,305,963</u>
Railroad	<u>10,548,571</u>	<u>8,959,724</u>	<u>1,588,847</u>
Personal	<u>300,885,839</u>	<u>244,717,285</u>	<u>56,168,554</u>
TOTAL	<u>\$507,979,576</u>	<u>\$366,916,212</u>	<u>\$141,063,364</u>

Source of data: The Civic Federation

APPENDIX

TABLE V
ASSESSED VALUATIONS IN ILLINOIS
1929-1941

(in Thousands of Dollars)

Year	Assessed Valuations
1929	\$8,413,413
1930	8,444,064
1931	7,257,801
1932	6,095,768
1933	5,802,931
1934	5,613,464
1935	5,268,058
1936	5,154,579
1937	5,305,554
1938	5,162,788
1939	5,293,124
1940	5,268,613
1941	5,234,439

Source of data: Illinois Tax Commission

TAX MODERNIZATION FOR ILLINOIS

TABLE VI
NUMBER AND AVERAGE ASSESSED VALUATION
OF AUTOMOBILES—1941

County	Average Assessed Val.	Number Licensed	Number Assessed	Per Cent Assessed
Adams	\$122.37	14,970	11,564	77
Alexander	156.36	3,166	2,511	79
Bond	129.36	3,536	2,733	77
Boone	111.67	4,725	3,228	68
Brown	84.13	1,774	1,205	68
Bureau	91.48	10,435	7,186	69
Calhoun	106.72	1,382	878	64
Carroll	95.09	5,579	3,097	60
Cass	152.64	4,157	2,434	59
Champaign	81.26	21,743	13,449	62
Christian	92.27	8,915	6,201	70
Clark	58.36	4,648	2,860	62
Clay	80.77	4,479	3,104	69
Clinton	89.05	4,483	3,760	84
Coles	70.25	9,710	5,831	60
Cook	126.71	839,424	56,058	7
Crawford	70.03	6,107	4,102	67
Cumberland	72.46	2,334	1,943	83
DeKalb	88.77	11,279	7,252	64
DeWitt	86.98	4,713	3,079	65
Douglas	94.72	4,729	2,951	62
DuPage	76.31	35,254	22,400	64
Edgar	91.09	6,052	2,862	47
Edwards	104.97	2,247	1,711	76
Effingham	124.36	6,102	3,629	59
Fayette	118.55	6,520	4,613	71
Ford	87.59	4,497	2,846	63
Franklin	66.12	9,616	6,338	66
Fulton	126.21	12,202	7,454	61
Gallatin	87.61	1,812	1,226	68
Greene	119.10	4,333	2,247	52
Grundy	69.92	5,016	3,037	65
Hamilton	99.27	2,598	1,670	64
Hancock	89.18	6,953	5,097	73
Hardin	254.00	1,060	844	80
Henderson	98.59	1,931	1,563	81
Henry	68.16	12,546	9,569	76
Iroquois	85.21	9,490	6,666	71
Jackson	76.40	7,863	5,840	74
Jasper	65.39	2,919	2,697	92
Jefferson	111.98	8,018	5,192	65
Jersey	116.46	2,843	1,586	56
Jo Daviess	98.83	5,244	2,749	52
Johnson	104.44	1,718	1,014	59
Kane	98.03	37,689	21,388	57
Kankakee	91.14	14,328	10,347	72
Kendall	116.35	3,182	1,904	60
Knox	96.16	14,302	10,650	74
Lake	72.46	38,354	17,599	46
LaSalle	91.45	24,712	18,290	74
Lawrence	100.33	5,050	3,449	68
Lee	89.68	9,061	6,714	74
Livingston	82.93	9,591	6,919	72
Logan	105.45	6,867	5,022	73

(Continued on page 89)

APPENDIX

TABLE VI (Continued)
NUMBER AND AVERAGE ASSESSED VALUATION
OF AUTOMOBILES—1941

County	Average Assessed Val.	Number Licensed	Number Assessed	Per Cent Assessed
Macon	\$117.98	22,633	17,360	77
Macoupin	62.03	10,220	6,053	59
Madison	86.08	37,541	22,608	60
Marion	117.31	13,023	6,462	59
Marshall	96.43	3,271	2,493	76
Mason	116.51	4,312	2,726	63
Massac	122.22	2,098	1,709	81
McDonough	106.86	7,115	4,885	69
McHenry	80.26	13,527	5,472	40
McLean	96.32	19,494	13,318	68
Menard	170.87	2,747	1,828	67
Mercer	\$3.29	4,240	3,122	74
Monroe	102.72	3,115	2,675	80
Montgomery	99.51	8,215	6,392	78
Morgan	87.95	7,931	4,718	59
Moultrie	101.71	3,355	2,313	69
Ogle	106.09	9,327	6,060	65
Peoria	88.70	42,630	17,716	42
Perry	158.54	4,990	3,796	70
Piatt	92.34	4,138	3,105	75
Pike	104.24	5,770	3,427	59
Pope	139.58	1,107	985	89
Pulaski	71.00	1,836	738	40
Putnam	102.30	1,309	758	58
Randolph	87.68	6,773	5,193	77
Richland	98.59	4,827	3,667	76
Rock Island	85.42	33,810	18,966	56
St. Clair	62.08	38,523	26,156	68
Saline	68.28	6,509	5,032	77
Sangamon	86.20	30,284	18,493	61
Schuylerville	84.05	2,486	1,764	71
Scott	145.74	1,968	1,149	58
Shelby	91.61	6,637	4,927	74
Stark	136.62	2,640	1,838	70
Stephenson	85.80	11,492	8,694	76
Tazewell	83.59	15,239	10,796	71
Union	177.15	3,494	2,725	78
Vermilion	101.07	19,664	17,072	87
Wabash	135.91	3,545	2,460	69
Warren	92.92	6,075	4,353	72
Washington	130.58	3,853	3,103	81
Wayne	75.37	4,781	3,318	69
White	119.51	5,696	1,613	28
Whiteside	97.06	13,181	9,041	69
Will	48.00	30,347	21,043	69
Williamson	71.23	8,543	7,530	88
Winnebago	98.78	38,446	24,872	65
Woodford	103.66	5,716	4,159	73
TOTAL	1,831,343	700,381	38%	

Source of data: Report of Illinois Tax Commission.
Reuben H. Donnelley Corp., Chicago.

TAX MODERNIZATION FOR ILLINOIS

TABLE VII

NUMBER AND AVERAGE ASSESSED VALUATION OF CATTLE—1941

County	Average Assessed Val.	Number Assessed	County	Average Assessed Val.	Number Assessed
Adams	\$23.40	29,154	Lee	\$21.19	37,138
Alexander	19.75	3,161	Livingston	19.87	31,382
Bond	27.35	12,666	Logan	19.81	17,645
Boone	25.42	26,840	Macon	21.48	19,759
Brown	23.35	9,366	Macoupin	17.94	30,044
Bureau	19.14	47,773	Madison	23.33	19,483
Calhoun	28.10	4,582	Marion	12.53	13,252
Carroll	25.76	34,467	Marshall	18.10	13,914
Cass	22.84	10,252	Mason	22.06	7,528
Champaign	14.69	30,731	Massac	17.28	7,027
Christian	20.61	20,628	McDonough	23.53	28,955
Clark	14.33	12,654	McHenry	23.34	53,191
Clay	14.94	12,119	McLean	19.02	47,009
Clinton	25.03	13,464	Menard	30.79	10,029
Coles	13.36	13,487	Mercer	17.55	35,377
Cook	13.73	14,247	Monroe	24.46	6,883
Crawford	16.43	11,467	Montgomery	21.41	24,978
Cumberland	15.57	11,548	Morgan	22.53	20,504
DeKalb	18.09	41,576	Moultrie	16.93	10,054
DeWitt	20.23	13,936	Ogle	25.74	53,066
Douglas	19.47	11,049	Peoria	14.10	20,263
DuPage	18.99	14,459	Perry	24.16	8,162
Edgar	16.66	21,351	Piatt	24.43	13,714
Edwards	25.67	7,157	Pike	23.75	25,779
Effingham	18.52	15,819	Pope	21.05	6,300
Fayette	18.73	18,243	Pulaski	18.03	3,067
Ford	20.01	16,418	Putnam	22.76	7,299
Franklin	12.96	6,756	Randolph	20.84	14,156
Fulton	22.61	37,382	Richland	12.87	10,152
Gallatin	14.89	5,693	Rock Island	19.49	18,324
Greene	21.03	19,776	St. Clair	19.51	14,659
Grundy	20.27	10,609	Saline	10.42	7,402
Hamilton	17.71	8,623	Sangamon	14.80	32,194
Hancock	18.19	38,691	Schuylerville	21.17	13,404
Hardin	25.44	4,104	Scott	22.01	7,323
Henderson	22.27	17,131	Shelby	22.44	28,746
Henry	19.11	54,671	Stark	20.92	13,716
Iroquois	20.68	36,366	Stephenson	22.98	46,067
Jackson	11.61	10,757	Tazewell	20.12	10,581
Jasper	14.56	12,112	Union	25.12	9,440
Jefferson	10.90	11,571	Vermilion	25.03	23,256
Jersey	20.03	10,075	Wabash	18.39	4,931
Jo Daviess	23.20	33,631	Warren	21.83	31,063
Johnson	27.05	8,026	Washington	24.47	12,604
Kane	24.87	35,710	Wayne	15.35	14,981
Kankakee	16.20	16,902	White	16.11	7,938
Kendall	17.68	14,387	Whiteside	25.79	39,425
Knox	19.45	34,907	Will	18.59	10,180
Lake	20.48	18,391	Williamson	15.74	8,274
LaSalle	24.63	37,574	Winnebago	11.05	43,975
Lawrence	18.10	5,759	Woodford	18.67	20,069

Source of data: Report of Illinois Tax Commission.

APPENDIX

TABLE VIII
TAXING UNITS IN THE UNITED STATES—1939*

State	Total ¹	Counties	Incorp. Places	Towns & Twps.	School Districts	Others
Alabama	476	67	296	...	112	...
Arizona	486	14	33	...	416	22
Arkansas	4,361	75	380	...	3,062	834
California	3,562	57	282	...	2,957	205
Colorado	2,351	62	237	...	2,051	...
Connecticut	362	8	40	173	26	114
Delaware	71	3	52	...	15	...
Florida	1,250	67	289	...	893	...
Georgia	753	159	593	...	...	...
Idaho	1,021	44	150	...	826	...
Illinois	15,202	102	1,146	1,623 ²	12,142	188
Indiana	1,822	92	544	1,017	163	5
Iowa	7,492	99	917	1,602	4,873	...
Kansas	11,073	105	580	1,550	8,772	65
Kentucky	767	120	360	...	263	14
Louisiana	502	64	210	...	66	101
Maine	1,043	16	20	494	512	...
Maryland	205	23	137	...	24	20
Massachusetts	428	13	39	312	...	63
Michigan	8,378	83	477	1,267	6,550	...
Minnesota	10,409	87	726	1,902	7,692	1
Mississippi	6,940	82	305	...	5,706	750
Missouri	10,190	114	773	345	8,957	...
Montana	2,610	56	116	...	2,437	...
Nebraska	8,198	93	529	477	7,098	...
Nevada	346	17	16	...	293	19
New Hampshire	487	10	11	224	241	...
New Jersey	1,159	21	331	238	551	17
New Mexico	1,195	31	63	...	1,100	...
New York	9,609	57	615	927	7,913	96
North Carolina	795	100	386	...	169	139
North Dakota	4,165	53	333	1,470	2,271	37
Ohio	4,051	88	869	1,337	1,756	...
Oklahoma	5,238	77	403	...	4,697	...
Oregon	2,436	36	102	...	2,114	93
Pennsylvania	5,279	67	986	1,577	2,582	66
Rhode Island	94	...	7	32	...	54
South Carolina	361	46	265	...	39	10
South Dakota	4,949	64	311	1,136	3,437	...
Tennessee	424	95	233	...	95	...
Texas	7,106	254	580	...	6,000	271
Utah	267	29	197	...	40	...
Vermont	643	14	110	246	272	...
Virginia	418	100	215	...	100	2
Washington	2,196	39	221	73	1,491	371
West Virginia	313	55	202	...	55	...
Wisconsin	9,272	71	525	1,279	7,390	6
Wyoming	491	23	82	...	385	...
TOTAL ¹	161,246	3,052	16,462	19,301	118,694	3,689

*Illinois data for 1940.

¹Includes one for State.

²Includes Road Districts in Commission Counties.

Source of data: Survey of Local Finance in Illinois, Vol. I.

TAX MODERNIZATION FOR ILLINOIS

TABLE IX
ONE-ROOM SCHOOL DISTRICTS IN ILLINOIS—1941*

County	Total School Districts	ONE-ROOM SCHOOLS			
		Total	% of Sch. Dist.	Enrollment of 15 or Less Number	Per Cent
Adams	175	149	85	106	71
Alexander	30	8	27	4	50
Bond	78	70	90	52	74
Boone	66	60	91	39	65
Brown	66	61	92	50	82
Bureau	176	138	78	102	74
Calhoun	39	31	79	9	29
Carroll	105	90	86	61	68
Cass	66	55	83	34	62
Champaign	225	185	82	127	69
Christian	150	124	83	77	62
Clark	110	99	90	42	42
Clay	105	93	89	39	42
Clinton	73	54	74	40	74
Coles	128	115	90	67	58
Cook	195	63	32	19	30
Crawford	105	88	84	45	51
Cumberland	89	81	91	33	41
DeKalb	154	126	82	85	67
DeWitt	100	86	86	51	59
Douglas	95	79	83	49	62
DuPage	77	38	49	19	50
Edgar	142	119	84	70	59
Edwards	42	34	81	28	82
Effingham	82	64	78	26	41
Fayette	148	130	88	51	39
Ford	114	96	84	74	77
Franklin	104	61	59	15	25
Fulton	206	174	84	108	62
Gallatin	58	49	84	22	45
Greene	103	86	83	41	48
Grundy	92	77	84	61	83
Hamilton	91	81	89	23	28
Hancock	176	150	85	107	71
Hardin	33	24	73	1	4
Henderson	72	59	82	40	68
Henry	176	153	87	107	70
Iroquois	210	176	81	133	76
Jackson	114	86	75	33	38
Jasper	112	103	92	61	59
Jefferson	145	124	86	70	56
Jersey	67	57	85	26	46
Jo Daviess	119	106	89	75	71
Johnson	73	61	84	22	36
Kane	117	80	68	63	79
Kankakee	152	124	82	80	65
Kendall	63	52	83	29	56
Knox	173	147	85	121	82
Lake	100	58	53	14	24
LaSalle	281	241	86	164	68
Lawrence	78	56	72	25	45
Lee	167	148	89	100	68
Livingston	258	232	90	175	75
Logan	125	101	81	81	80

(Continued on page 93)

APPENDIX

TABLE IX (Continued)
ONE-ROOM SCHOOL DISTRICTS IN ILLINOIS—1941*

County	Total School Districts	ONE-ROOM SCHOOLS			
		Total	% of Sch. Dist.	Enrollment of 15 or Less	Per Cent
Macon	131	103	79	48	47
Macoupin	185	141	76	93	66
Madison	133	88	66	50	57
Marion	127	100	86	15	14
Marshall	88	72	82	51	71
Mason	98	82	84	67	82
Massac	47	35	74	21	60
McDonough	152	134	88	107	80
McHenry	136	110	81	61	55
McLean	274	227	83	152	67
Menard	60	48	80	31	65
Mercer	117	97	83	74	76
Monroe	57	48	84	32	67
Montgomery	148	126	85	88	70
Morgan	113	94	83	49	52
Moultrie	83	72	87	37	51
Ogle	174	150	86	99	66
Peoria	154	114	74	62	54
Perry	77	63	82	27	43
Piatt	106	86	81	55	64
Pike	170	135	79	119	88
Pope	63	59	94	35	59
Pulaski	32	10	31	7	70
Putnam	31	19	61	15	79
Randolph	98	80	82	50	63
Richland	90	80	89	42	53
Rock Island	99	70	71	43	61
St. Clair	123	77	63	51	66
Saline	90	55	61	15	27
Sangamon	180	136	76	86	63
Schuylerville	92	82	89	53	65
Scott	56	46	82	21	46
Shelby	176	154	88	101	66
Stark	73	62	85	41	66
Stephenson	130	120	86	86	72
Tazewell	141	106	75	53	50
Union	79	65	82	9	14
Vermilion	207	155	75	108	70
Wabash	39	33	85	13	39
Warren	129	116	90	83	72
Washington	84	71	85	48	63
Wayne	158	147	93	54	37
White	112	95	85	36	48
Whiteside	149	126	85	66	52
Will	182	154	85	86	56
Williamson	120	83	69	21	25
Winnebago	110	77	70	48	62
Woodford	120	96	80	67	70
TOTAL	12,017	9,710	81	5,885	61

*Does not include all protective and inactive districts.

Source of data: Reports of County Superintendents of Schools.

TAX MODERNIZATION FOR ILLINOIS

TABLE X
ILLINOIS HIGH SCHOOLS—1941

County	Total No. of H.S.	Two and Three-year High Schools		—Four-year High Schools—		
		No.	%	Total No.	No.	Less Than 100 Enrolled %
Adams	12	4	33	8	3	38
Alexander	5	..	..	5	1	20
Bond	7	4	57	3	2	67
Boone	4	2	50	2	..	..
Brown	4	1	25	3	2	67
Bureau	17	2	12	15	8	53
Calhoun	5	3	60	2	1	50
Carroll	7	..	..	7	3	43
Cass	5	..	..	5	1	20
Champaign	18	5	28	13	5	38
Christian	12	2	17	10	3	30
Clark	4	..	..	4	..	..
Clay	8	5	63	3	..	..
Clinton	8	3	38	5	3	60
Coles	7	2	29	5	1	20
Cook	64	3	5	61	..	..
Crawford	6	1	17	5	..	..
Cumberland	4	1	25	3	..	..
DeKalb	14	1	7	13	6	46
DeWitt	6	..	..	6	2	33
Douglas	7	1	14	6	1	17
DuPage	8	..	..	8	..	..
Edgar	10	2	20	8	5	63
Edwards	4	..	..	4	2	50
Effingham	10	6	60	4	..	..
Fayette	8	3	38	5	..	..
Ford	8	..	..	8	5	63
Franklin	9	1	11	8	..	..
Fulton	13	1	8	12	4	33
Gallatin	4	1	25	3	..	..
Greene	9	4	44	5	1	20
Grundy	6	2	33	4	..	..
Hamilton	3	1	33	2	..	..
Hancock	10	5	31	11	4	36
Hardin	2	..	..	2	..	..
Henderson	7	2	29	5	5	100
Henry	13	3	23	10	2	20
Iroquois	18	3	17	15	7	47
Jackson	8	..	..	8	3	38
Jasper	6	4	67	2	1	50
Jefferson	10	5	50	5	2	40
Jersey	3	2	67	1	..	..
Jo Daviess	9	2	22	7	4	57
Johnson	7	5	71	2	..	..
Kane	16	1	6	15	6	40
Kankakee	11	2	18	9	2	22
Kendall	6	2	33	4	..	..
Knox	12	1	8	11	7	64
Lake	10	..	..	10	1	10
La Salle	18	5	28	13	5	38

(Continued on page 95)

APPENDIX

TABLE X (Continued)
ILLINOIS HIGH SCHOOLS—1941

County	Total No. of H.S.	Two and Three-year High Schools		—Four-year High Schools—		
		No.	%	Total No.	—Less Than 100 Enrolled— No.	%
Lawrence	4	..	..	4	1	25
Lee	10	3	30	7	4	57
Livingston	12	..	..	12	5	42
Logan	12	3	25	9	6	67
Macon	9	1	11	8	..	..
Macoupin	16	..	..	16	7	44
Madison	17	6	35	11	1	9
Marion	9	5	56	4	..	..
Marshall	7	..	..	7	2	29
Mason	8	..	..	8	5	63
Massac	4	..	..	4	2	50
McDonough	9	..	..	9	4	44
McHenry	9	..	..	9	4	44
McLean	22	1	5	21	10	48
Menard	5	1	20	4	2	50
Mercer	9	1	11	8	4	50
Monroe	4	1	25	3	2	67
Montgomery	12	3	25	9	4	44
Morgan	10	4	40	6	3	50
Moultrie	5	2	40	3	..	..
Ogle	11	2	18	9	1	11
Peoria	9	..	..	9	..	..
Perry	5	3	60	2	..	..
Piatt	9	2	22	7	2	29
Pike	15	2	13	13	9	69
Pope	2	1	50	1	..	..
Pulaski	7	..	..	7	2	29
Putnam	5	..	..	5	4	80
Randolph	12	8	67	4	2	50
Richland	6	4	67	2	..	..
Rock Island	8	..	..	8	4	50
St. Clair	14	4	29	10	1	10
Saline	4	..	..	4	..	..
Sangamon	17	2	12	15	5	33
Schuyler	8	7	88	1	..	..
Scott	5	3	60	2	..	..
Shelby	13	3	23	10	4	40
Stark	4	..	..	4	1	25
Stephenson	8	2	25	6	2	33
Tazewell	12	..	..	12	6	50
Union	6	1	17	5	1	20
Vermilion	19	..	..	19	8	42
Wabash	5	3	60	2	..	..
Warren	6	1	17	5	2	40
Washington	6	3	50	3	1	33
Wayne	6	4	67	2	..	..
White	10	5	50	5	..	..
Whiteside	9	1	11	8	1	13
Will	13	5	38	8	2	25
Williamson	10	4	40	6	..	..
Winnebago	10	3	30	7	..	..
Woodford	11	1	9	10	5	50
TOTAL.	966	208	22	758	237	31

Source of data: Report of Superintendent of Public Instruction.

TAX MODERNIZATION FOR ILLINOIS

TABLE XI
ONE-ROOM SCHOOL DISTRICTS IN THE UNITED STATES—1940

State	Number of One-room Elementary Schools	State	Number of One-room Elementary Schools
Alabama	1,763	Nevada	145
Arizona	136	New Hampshire	327
Arkansas	2,509	New Jersey	176
California	1,384	New Mexico	454
Colorado	1,020	New York	4,041
Connecticut	203	North Carolina	1,047
Delaware	84	North Dakota	3,392
Florida	691	Ohio	1,112
Georgia	2,411	Oklahoma	2,400
Idaho	601	Oregon	923
Illinois	9,710	Pennsylvania	4,861
Indiana	862	Rhode Island	48
Iowa	8,533	South Carolina	1,052
Kansas	6,029	South Dakota	3,949
Kentucky	4,280	Tennessee	2,561
Louisiana	998	Texas	2,383
Maine	1,382	Utah	43
Maryland	409	Vermont	875
Massachusetts	238	Virginia	1,923
Michigan	5,400	Washington	607
Minnesota	6,295	West Virginia	3,341
Mississippi	2,181	Wisconsin	5,869
Missouri	6,851	Wyoming	719
Montana	1,899	District of Columbia	1
Nebraska	5,489	TOTAL	113,607

Year	One-room Elementary Schools in U. S.
1909-1910	212,448
1919-1920	187,948
1929-1930	148,712
1931-1932	143,445
1933-1934	138,542
1935-1936	130,708
1937-1938	122,157
1939-1940	113,607

Source of data: U. S. Office of Education, Preliminary statistics of public school systems, 1939-40.

TABLE XII
**INCOME OF SCHOOL TOWNSHIP FUND AND
OPERATING EXPENSES OF SCHOOL TOWNSHIP TREASURER**
(Excluding City of Chicago) 1927-1941

Year	Income— Township Fund	Expenses— School Twp. Treasurer	Expenses Exceed Income Amount	Income Per Cent
1927	\$368,979.54	\$342,272.95	.....	...
1929	368,400.60	373,248.29	\$ 4,847.69	1
1931	340,656.98	465,397.63	124,740.65	37
1933	245,882.80	491,468.51	245,585.71	100
1935	277,872.31	634,048.49	356,176.18	128
1937	292,661.75	657,614.37	364,952.62	125
1939	281,489.53	713,770.35	432,286.82	154
1940	283,476.86	693,421.79	409,944.93	145
1941	276,925.96	684,040.69	407,114.73	147

Source of data: Reports of Superintendent of Public Instruction.

APPENDIX

TABLE XIII

INCOME OF THE SCHOOL TOWNSHIP FUND AND OPERATING EXPENSES OF THE SCHOOL TOWNSHIP TREASURER—1941

(Excluding City of Chicago)

County	Elementary Enrollment	Income from Twp. Fund	Total Oper. Exp. of Treas.	Expenses Exceed Income by	Cost from Dist. Fund per Pupil	Cost per Pupil
Adams	6,777	\$ 1,278.26	\$ 6,851.05	\$ 5,572.79	\$.82	\$1.01
Alexander	4,036	524.71	5,085.81	4,561.10	1.13	1.26
Bond	2,124	1,240.20	1,569.98	329.78	.16	.74
Boone	2,007	392.79	3,003.58	2,610.79	1.30	1.50
Brown	1,055	384.87	710.61	325.74	.31	.67
Bureau	4,970	1,531.14	7,032.66	5,501.52	1.11	1.42
Calhoun	1,236	1,100.29	1,490.23	389.94	.32	1.21
Carroll	2,481	4,574.29	4,373.19	201.10*	....	1.76
Cass	2,396	4,015.27	3,035.54	1,009.73*	....	1.27
Champaign	8,716	9,812.68	13,499.15	3,656.17	.42	1.55
Christian	5,250	2,212.21	7,166.48	4,954.27	.94	1.37
Clark	2,878	839.11	2,714.58	1,875.47	.65	.94
Clay	3,132	1,728.85	3,412.26	1,713.41	.55	1.10
Clinton	2,641	984.58	2,009.45	1,024.87	.39	.76
Coles	5,473	1,299.83	4,318.42	3,018.59	.55	.79
Cook	70,758	29,938.54	139,649.69	109,711.15	1.55	1.97
Crawford	3,420	882.38	3,948.55	3,066.17	.90	1.15
Cumberland	1,997	980.25	1,909.27	929.02	.47	.96
DeKalb	4,234	1,501.84	4,580.23	2,988.39	.71	1.08
DeWitt	2,746	862.17	2,609.46	1,747.29	.64	.95
Douglas	2,047	4,117.68	4,535.62	387.94	.15	1.71
DuPage	13,903	670.56	11,630.68	10,960.12	.79	.84
Edgar	3,566	2,307.77	5,137.08	2,829.31	.79	1.44
Edwards	1,085	814.38	1,850.04	1,035.66	.95	1.71
Effingham	3,040	486.91	1,505.09	1,108.18	.36	.52
Fayette	4,936	1,393.88	3,533.61	2,169.73	.44	.72
Ford	2,106	9,519.86	4,535.37	4,984.49*	....	2.15
Franklin	8,668	296.28	6,251.30	5,955.02	.69	.72
Fulton	6,346	1,235.52	4,908.76	3,673.24	.58	.77
Gallatin	1,901	2,450.83	2,288.17	162.36*	....	1.20
Greene	3,271	920.22	3,482.66	2,562.44	.78	1.06
Grundy	2,388	1,731.59	3,523.01	1,791.42	.75	1.48
Hamilton	2,345	1,258.78	3,805.52	2,630.74	1.12	1.66
Hancock	3,744	2,617.18	4,481.70	1,864.52	.50	1.20
Hardin	1,686	290.85	753.82	462.97	.27	.45
Henderson	1,433	341.58	2,286.00	1,944.42	1.36	1.60
Henry	5,128	4,337.78	8,019.15	3,681.37	.68	1.48
Iroquois	4,233	7,535.77	10,155.85	3,020.08	.71	2.49
Jackson	5,788	312.55	4,777.18	4,464.63	.77	.83
Jasper	2,010	2,057.75	3,619.52	1,561.77	.78	1.80
Jefferson	5,556	2,006.04	2,666.63	660.59	.12	.48
Jersey	2,103	2,272.59	2,191.32	81.27*	....	1.04
Jo Daviess	2,275	2,520.42	3,678.49	1,158.07	.51	1.62
Johnson	2,035	539.11	1,814.48	1,275.07	.63	.89
Kane	13,644	1,254.47	10,134.58	8,880.11	.65	.74
Kankakee	5,629	3,029.95	8,444.98	5,415.03	.96	1.50
Kendall	1,591	585.88	2,312.54	1,726.66	1.09	1.45
Knox	6,399	1,152.65	6,147.02	4,994.37	.78	.96
Lake	14,834	2,133.47	13,582.09	11,448.62	.77	.92
LaSalle	10,762	9,209.50	16,023.58	6,721.08	.62	1.49
Lawrence	3,682	887.19	2,445.50	1,558.31	.42	.66
Lee	3,660	2,128.55	6,321.06	4,192.51	1.15	1.73

(Continued on page 98)

TAX MODERNIZATION FOR ILLINOIS

TABLE XIII (Continued)
INCOME OF THE SCHOOL TOWNSHIP FUND AND OPERATING
EXPENSES OF THE SCHOOL TOWNSHIP TREASURER—1941
(Excluding City of Chicago)

County	Elementary Enrollment	Income from Twp. Fund	Total Oper. Exp. of Treas.	Expenses Exceed Income by	Cost from Dist. Fund per Pupil	Cost per Pupil
Livingston . . .	4,626	\$ 19,868.77	\$ 13,296.95	\$ 6,571.82*	....	\$ 2.87
Logan . . .	3,356	2,132.01	3,940.27	1,808.26	\$.54	1.17
Macon . . .	10,847	10,717.02	9,295.31	1,421.71*	....	.86
Macoupin . . .	5,977	1,632.47	6,437.13	4,804.66	.80	1.08
Madison . . .	20,331	3,158.73	20,114.71	16,955.98	.83	.99
Marion . . .	7,054	1,040.43	3,855.43	2,815.00	.37	.50
Marshall . . .	1,740	849.38	1,749.36	809.98	.52	1.01
Mason . . .	2,325	1,331.02	4,504.65	3,173.63	.37	1.94
Massac . . .	2,452	848.76	1,877.50	1,028.74	.42	.77
McDonough . . .	3,453	928.27	5,253.54	4,325.27	1.25	1.52
McHenry . . .	4,512	4,268.56	10,036.58	5,768.02	1.28	2.22
McLean . . .	9,007	11,202.82	9,038.22	2,164.60*	....	1.00
Menard . . .	1,620	500.56	3,462.28	2,961.72	1.83	2.14
Mercer . . .	2,545	3,195.89	2,867.40	328.49*	....	1.13
Monroe . . .	1,397	1,029.82	1,607.11	577.29	.41	1.15
Montgomery . . .	4,626	4,057.38	6,502.94	2,445.56	.53	1.41
Morgan . . .	4,108	955.23	4,446.52	3,491.29	.85	1.08
Moultrie . . .	2,023	531.24	1,962.63	1,431.39	.71	.97
Ogle . . .	4,125	2,769.55	6,186.72	3,417.17	.83	1.50
Peoria . . .	17,089	9,395.21	7,066.94	2,328.27*	....	.41
Perry . . .	3,562	603.15	4,040.93	3,437.78	.97	1.13
Piatt . . .	2,432	1,801.59	3,747.84	1,946.25	.80	1.54
Pike . . .	3,807	2,660.43	7,170.98	4,510.55	1.18	1.88
Pope . . .	1,223	658.92	1,650.07	991.15	.81	1.35
Pulaski . . .	2,976	627.38	2,365.50	1,738.12	.58	.79
Putnam . . .	761	797.76	1,210.43	412.67	.54	1.59
Randolph . . .	3,728	635.56	3,599.28	2,963.72	.79	.97
Richland . . .	2,630	1,111.01	1,625.37	514.36	.20	.62
Rock Island . . .	13,633	608.69	10,232.05	9,623.36	.71	.75
St. Clair . . .	20,093	2,402.58	34,380.80	31,978.22	1.59	1.71
Saline . . .	6,236	470.42	6,806.31	6,335.89	1.02	1.09
Sangamon . . .	13,360	2,100.21	8,568.48	6,468.27	.48	.64
Schuylerville . . .	1,903	971.37	1,880.41	909.04	.48	.99
Scott . . .	1,378	321.66	1,573.42	1,251.76	.91	1.14
Shelby . . .	3,930	1,515.65	5,119.34	3,603.69	.92	1.30
Stark . . .	1,197	868.14	2,115.00	1,246.86	1.04	1.77
Stephenson . . .	4,709	5,384.58	5,168.25	216.33*	....	1.10
Tazewell . . .	9,372	3,769.92	7,888.20	4,118.28	.44	.84
Union . . .	3,535	403.83	2,694.51	2,320.68	.03	.76
Vermilion . . .	11,926	6,137.14	10,742.28	4,605.14	.39	.90
Wabash . . .	2,201	492.06	1,590.54	1,098.48	.50	.72
Warren . . .	2,902	742.81	2,624.47	1,881.66	.65	.90
Washington . . .	2,099	729.43	2,492.96	1,763.53	.84	1.19
Wayne . . .	4,023	2,101.92	3,294.40	1,192.48	.30	.82
White . . .	3,806	1,281.74	3,777.13	2,495.39	.66	.99
Whiteside . . .	6,333	8,425.99	6,999.71	1,426.28*	....	1.11
Will . . .	11,703	4,915.69	14,755.00	9,839.31	.84	1.26
Williamson . . .	8,154	598.74	6,455.88	5,857.14	.72	.79
Winnebago . . .	14,750	2,282.89	5,469.96	3,187.07	.22	.37
Woodford . . .	2,469	2,289.48	4,076.11	1,786.63	.72	1.65
TOTAL . . .	575,665	\$ 276,925.96	\$ 684,040.69	\$ 407,114.73	\$.71	\$ 1.19

*Income exceeds expenses.

Source of data: Report of Superintendent of Public Instruction.

APPENDIX

TABLE XIV
COUNTY AND TOWNSHIP GOVERNMENT ADMINISTRATIVE
EXPENSE—1940

TOWNSHIP ORGANIZED COUNTIES

County	1940 Census	County Admin. Exp.	Township Admin. Expense	Total Expense	Cost Per Cap.	Per Cap. Savgs. By Commission Type
Adams	65,229	\$ 141,057	\$ 55,397	\$ 196,454	\$3.01	\$1.78
Bond	14,540	28,375	24,467	52,842	3.63	2.40
Boone	15,202	43,900	20,148	64,048	4.21	2.98
Brown	8,053	17,489	17,190	34,679	4.31	3.08
Bureau	37,600	75,241	52,324	127,565	3.39	2.16
Carroll	17,987	47,205	26,255	73,460	4.08	2.85
Cass	16,425	35,210	34,498	69,708	4.24	3.01
Champaign	70,578	135,815	64,984	200,799	2.85	1.62
Christian	38,564	79,920	66,282	146,202	3.79	2.56
Clark	18,842	32,636	38,266	70,922	3.76	2.53
Clay	18,947	26,175	18,376	44,551	2.35	1.12
Clinton	22,912	42,737	30,597	73,334	3.20	1.97
Coles	38,470	52,234	58,864	111,098	2.80	1.66
Crawford	21,294	30,297	31,846	62,143	2.92	1.69
Cumberland	11,698	14,929	30,042	44,971	3.84	2.61
De Kalb	34,388	88,648	49,003	137,651	4.00	2.77
DeWitt	18,244	42,915	36,760	79,675	4.37	3.14
Douglas	17,590	45,092	40,920	86,012	4.89	3.66
DuPage	103,480	103,792	76,245	240,037	2.32	1.09
Edgar	24,430	55,183	48,321	103,504	4.24	3.01
Effingham	22,034	32,832	27,790	60,622	2.75	1.52
Fayette	29,159	64,394	31,858	96,252	3.39	2.07
Ford	15,007	41,721	30,380	72,101	4.80	3.57
Franklin	53,137	38,681	70,348	109,029	2.05	.82
Fulton	44,627	70,232	66,240	136,472	3.06	1.83
Gallatin	11,414	22,844	24,771	47,615	4.17	2.94
Greene	20,292	37,138	30,126	67,264	3.31	2.08
Grundy	18,398	45,599	20,277	65,876	3.58	2.35
Hamilton	13,454	10,042	18,935	28,977	2.15	.92
Hancock	26,297	66,055	39,537	105,592	4.02	2.79
Henderson	8,949	30,232	14,380	44,612	4.99	3.76
Henry	43,798	112,123	54,329	166,452	3.80	2.57
Iroquois	32,496	103,052	65,060	168,112	5.17	3.94
Jackson	37,920	32,207	41,639	73,846	1.95	.72
Jasper	13,431	14,947	18,603	33,550	2.50	1.27
Jefferson	34,375	35,112	42,824	77,936	2.27	1.04
Jersey	13,636	23,701	17,561	41,262	3.03	1.80
Jo Daviess	19,989	45,067	51,728	96,795	4.84	3.61
Kane	130,206	209,460	95,553	305,013	2.34	1.11
Kankakee	60,877	78,849	54,300	133,209	2.19	.96
Kendall	11,105	19,472	21,385	40,857	3.68	2.45
Knox	52,250	135,926	54,126	190,052	3.64	2.41
Lake	121,094	204,378	143,509	347,887	2.87	1.64
La Salle	97,801	205,312	110,513	315,825	3.23	2.00
Lawrence	21,075	26,012	24,885	50,897	2.42	1.19
Lee	34,604	93,220	35,951	129,171	3.73	2.50
Livingston	38,838	107,778	61,395	169,173	4.36	3.13
Logan	29,438	84,664	39,951	124,615	4.23	3.00
McDonough	26,944	64,620	33,448	98,068	3.64	2.41
McHenry	37,311	91,461	54,514	145,975	3.91	2.68
McLean	73,930	165,134	135,681	300,815	4.07	2.84
Macon	84,693	149,207	85,774	234,981	2.77	1.54
Macoupin	46,304	57,257	68,174	125,431	2.71	1.48
Madison	149,349	217,911	122,022	339,933	2.28	1.05

(Continued on page 100)

TAX MODERNIZATION FOR ILLINOIS

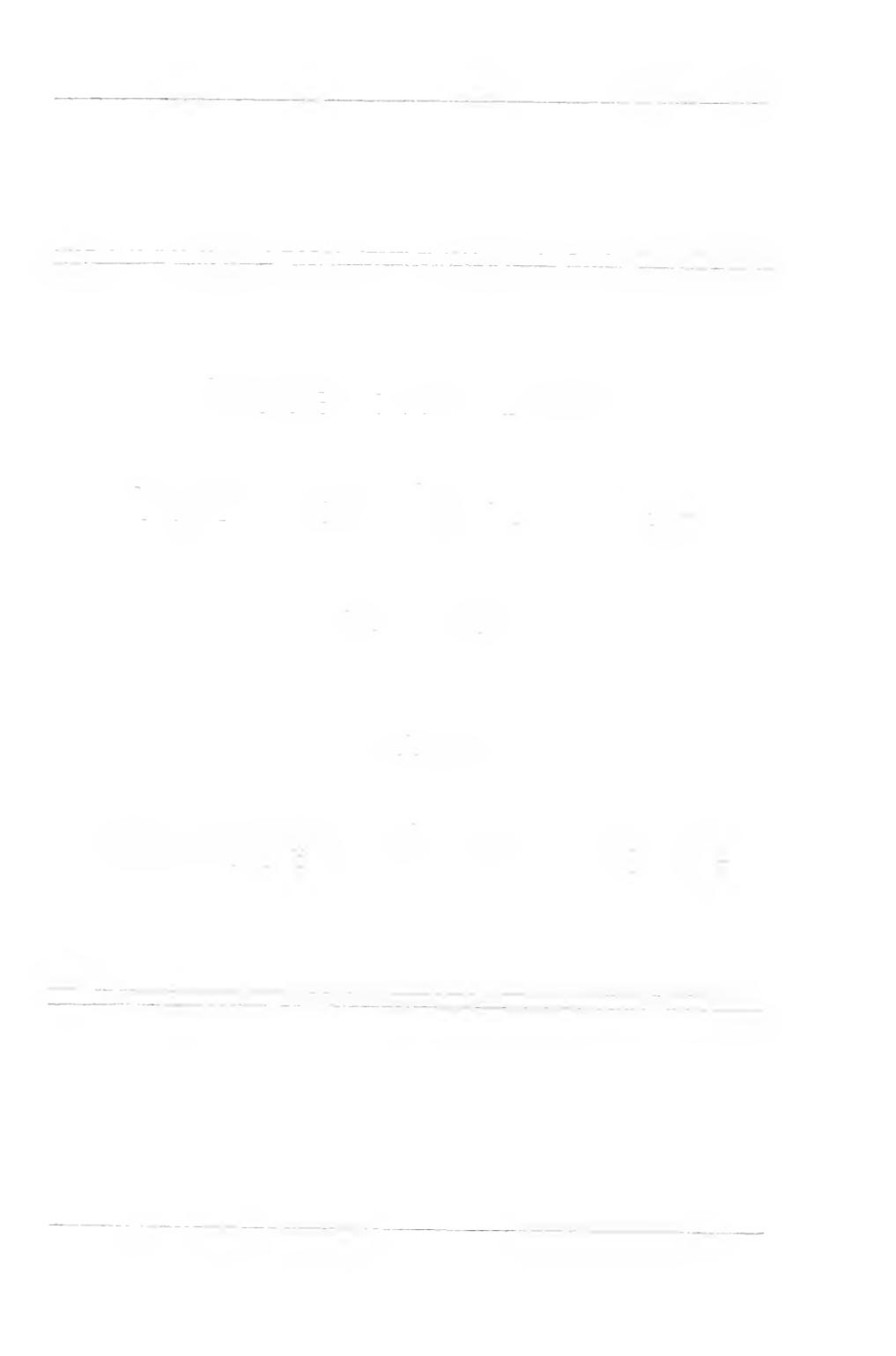
TABLE XIV (Continued)
COUNTY AND TOWNSHIP GOVERNMENT ADMINISTRATIVE
EXPENSE—1940

TOWNSHIP ORGANIZED COUNTIES (Cont'd)

County	1940 Census	County Admin. Exp.	Township Admin. Expense	Total Expense	Cost Per Cap.	Per Cap. Savgs. By Commission Type
Marion	47,089	\$ 46,107	\$ 46,044	\$ 92,151	\$1.92	\$.69
Marshall	13,179	38,036	24,803	62,839	4.77	3.54
Mason	15,358	33,517	30,183	63,700	4.15	2.92
Mercer	17,701	43,712	31,339	75,051	4.24	3.01
Montgomery	34,499	57,711	58,005	115,716	3.35	2.12
Moultrie	13,477	33,347	25,215	58,562	4.35	3.12
Ogle	29,869	82,071	52,129	134,200	4.49	3.26
Peoria	153,374	280,293	55,593	335,886	2.19	.96
Piatt	14,659	42,125	30,826	72,951	4.98	3.75
Pike	25,310	35,406	47,817	83,223	3.28	2.05
Putnam	5,289	11,758	11,475	23,233	4.39	3.16
Richland	17,137	28,858	15,660	44,518	2.60	1.37
Rock Island	113,323	150,524	68,268	218,792	1.93	.70
St. Clair	160,899	302,731	92,373	395,104	2.37	1.14
Saline	38,066	28,014	30,194	67,208	1.77	.54
Sangamon	117,912	210,985	130,694	341,679	2.90	1.07
Schuylerville	11,430	21,634	28,285	49,919	4.37	3.14
Shelby	26,290	51,645	55,253	106,898	4.07	2.84
Stark	8,881	31,832	15,515	47,347	5.33	4.10
Stephenson	40,646	89,418	50,851	140,269	3.45	2.22
Tazewell	58,302	119,440	66,903	186,343	3.19	1.06
Vermilion	86,791	148,472	144,261	292,733	3.37	2.14
Warren	21,286	57,663	31,214	88,877	4.18	2.95
Washington	15,801	33,015	22,471	55,486	3.51	2.28
Wayne	22,092	27,100	25,093	52,193	2.36	1.13
White	20,027	34,904	37,056	71,960	3.59	2.36
Whiteside	43,338	88,555	49,419	137,974	3.18	1.95
Will	113,210	179,650	141,549	324,199	2.84	1.61
Winnebago	121,178	131,982	76,846	208,828	1.72	.49
Woodford	10,124	52,256	37,927	90,183	4.72	3.49
TOTAL	3,522,232	\$6,428,271	\$4,173,673	\$10,601,944	\$3.01	....
Cook	4,063,342	\$7,305,110	\$ 202,322	\$ 7,507,432	\$1.85	\$.62

COMMISSION ORGANIZED COUNTIES

County	1940 Census	County Admin. Exp.	Cost per Capita
Alexander	25,496	\$ 19,184	\$.75
Calhoun	8,207	11,754	1.13
Edwards	8,974	12,517	1.39
Hardin	7,759	7,571	.98
Johnson	10,727	7,726	.72
Massac	14,937	15,050	1.01
Menard	10,663	35,204	3.30
Monroe	12,754	34,243	2.68
Morgan	36,378	63,873	1.76
Perry	23,438	31,427	1.34
Pope	7,999	7,025	.95
Pulaski	15,875	12,990	.82
Randolph	33,608	33,320	.99
Scott	8,176	17,360	2.12
Union	21,528	20,842	.97
Wabash	13,724	20,729	1.51
Williamson	51,424	30,866	.60
TOTAL	311,667	\$382,281	\$1.23



STATE AND LOCAL TAXATION COMMITTEE OF THE ILLINOIS CHAMBER OF COMMERCE

ARTHUR R. KAISER, Chairman

General Manager, Tax Department, Sears, Roebuck and Co.

GEORGE E. MAHIN, *Secretary, Springfield*

WALTER F. DODD, *Counsel, Dodd & Edmunds, Chicago*

THE personnel of this committee is made up of public spirited men representing all Senatorial Districts in the State of Illinois. The following fourteen Chicago members represent the nineteen Chicago Senatorial Districts:

Senatorial
District

1	W. H. AVERY, JR.	Sidley McPherson Austin & Burgess
2	R. C. BECKETT	Illinois Central System
3	H. J. BUIST	Allied Mills, Inc.
4	H. G. CHASE	The Pure Oil Company
5	J. A. CUNNINGHAM	Peoples Gas Light & Coke Company
6	W. F. DODD	Dodd & Edmunds
7	NEWTON C. FARR	Farr & Company
9	A. R. GLASS	Crane Company
11	WALTER L. GREGORY	Palmer House
13	ROY C. INGERSOLL	Ingersoll Steel & Disc Div. <small>(Borg-Warner Corp.)</small>
15	A. M. KRACKE	Davis & Kracke
17	R. A. MILLER	Chicago & North Western Ry.
19	V. G. SARGENT	Kraft Cheese Company
21	CHASE M. SMITH	Lumbermens Mutual Casualty Co.
23		
25		
27		
29		
31		

The following forty-six members represent the thirty-two Illinois Senatorial Districts outside of Chicago.

Senatorial
District

8	M. E. HULSE	Hall & Hulse	Waukegan
10	L. E. CASTER	Keig-Stevens Baking Co.	Rockford
10	JOHN CONRAD	Lybrand, Ross Bros. & Montgomery	Rockford

(Continued on page 103)

ILLINOIS CHAMBER OF COMMERCE

TAXATION COMMITTEE (Continued)

12	H. J. CREDICOTT	Freeport Dairy Products Co.	Freeport
14	LEROY A. MOTE	Elgin National Watch Co.	Elgin
14	LESTER J. NORRIS	Arcada Bldg.	St. Charles
14	W. B. GREENE	Barber-Greene Company	Aurora
16	L. A. FRETZ	Pontiac Ice & Fuel Co.	Pontiac
18	W. O. FRITZE	Keystone Steel & Wire Company	Peoria
18	L. W. ROSZELL	J. D. Roszell Co.	Peoria
18	O. P. WESTERVELT	Miller, Westervelt, Johnson & Guenther	Peoria
20	FRANK O. SCHNEIDER	Kankakee Federal Savings & Loan Assn.	Kankakee
22	E. C. HEWES	Commercial News	Danville
22	E. H. JENISON	Paris Beacon Publishing Co.	Paris
24	C. A. KILER	24 Main Street	Champaign
26	B. F. HILTABRAND	McLean County Abstract Co.	Bloomington
28	O. W. DIEHL	Gauger & Diehl	Decatur
28	ADOLPH MUELLER	Mueller Company	Decatur
28	T. E. McGRATH	McGrath Sand & Gravel Co.	Lincoln
30	SAMUEL ROTHBERG	American Distilling Co.	Pekin
32	A. R. TUBBS	The National Bank of Monmouth	Monmouth
33	H. H. CLEAVELAND	The H. H. Cleaveland Agency	Rock Island
33	WALTER F. KAUTZ	Deere & Company	Moline
34	C. R. PLUMMER	First Federal Savings & Loan Assn. of Mattoon	Mattoon
35	JOHN SLEZAK	The Turner Brass Works	Sycamore
36	W. F. GERDES	Michelmann Steel Construction Co.	Quincy
37	IRVIN D. McDOWELL	Kewanee Federal Savings & Loan Assn.	Kewanee
38	LOUIS L. SPEARS	Illinois Iowa Power Company	Carlinville
39	G. A. THORNTON	Ottawa Silica Company	Ottawa
40	B. C. HOPPER	Hopper Paper Company	Taylorville
41	ALBERT JOHNSON	American Institute of Laundering, Inc.	Joliet
42	V. E. JOY	Evening Sentinel	Centralia
43	R. WINN MILLER	P. & M. Accessory Co.	Galesburg
43	NORTON P. RIDER	Mechanics Homestead & Loan Assn.	Galesburg
44	C. T. HOUGHTEN	Good Luck Glove Co.	Carbondale

(Continued on page 104)

TAX MODERNIZATION FOR ILLINOIS

TAXATION COMMITTEE (Continued)

45	R. C. BENNETT . . .	Sangamo Electric Co.	Springfield
45	EDMUND COY . . .	Central Illinois Public Service Co. .	Springfield
46	R. O. KAUFMAN . . .	First National Bank of Mt. Vernon .	Mt. Vernon
47	G. A. MCKINNEY . . .	Millers' Mutual Fire Insurance Association of Illinois.	Alton
48	A. A. BARNHARD . . .	Mt. Carmel Public Utility and Service Co.	Mt. Carmel
49	C. M. Roos . . .	East St. Louis & Interurban Water Co.	East St. Louis
49	J. R. FORD . . .	Alton & Southern Railroad .	East St. Louis
49	A. E. FELLNER . . .	Roesch Enamel Range Co.	Belleville
50	EARL B. JACKSON . . .	Keltner and Jackson Ins. Co.	Marion
50	G. W. KIRKBRIDE . . .	Woodward Hardware Co. Inc.	Cairo
51	L. L. PARKER . . .	Parker Furniture Co.	Harrisburg

*A map showing the State Senatorial Districts
will be found on page 111.*

THE OBJECTIVES OF THE ILLINOIS CHAMBER OF COMMERCE DURING THIS CRISIS ARE:

To use every resource at our command to aid our government in winning the war.

To guard against the war being made an excuse for needless social and economic changes.

To plan now for re-establishment of normal conditions after the war emergency is over.

THESE ISSUES ARE NOW SQUARELY BEFORE US!

- Modernization of the Illinois tax structure.
- Opposition to federalization of unemployment compensation administration.
- Curtailment of non-defense federal expense.
- Reduction of state and local expenditures.
- Securing of an equitable labor policy.
- Opposition to unnecessary economic changes endangering the free enterprise system.
- Elimination of interstate trade barriers.
- Recognition of the rights of small business.
- Development of aviation industry of Illinois.
- Preparation of post-war readjustment plans.

*Attention to problems affecting
our domestic economy is of paramount importance
during the war emergency.*

OFFICERS AND DIRECTORS 1942-43

ILLINOIS CHAMBER OF COMMERCE

OFFICERS

<i>President</i>	<i>Chairman, Board of Directors</i>
HARRY J. NEUMILLER	LOUIS E. LEVERONE
Humitube Manufacturing Co. Peoria	Canteen Food Service, Inc. Chicago

<i>Vice President</i>	<i>Treasurer</i>
CHARLES W. BERGQUIST Western Electric Company Chicago	LESLIE McMAHON City National Bank & Trust Co. Chicago

DIRECTORS

DISTRICT No. 1

Vice President
J. D. DILL

Metropolitan Life Insurance Co., Carbondale

C. C. CARROLL	The Ohio Oil Co.	Marshall
G. W. KIRKBRIDE	Woodward Hardware Company Inc.	Cairo
W. G. KRUMMRICH	Monsanto Chemical Co.	E. St. Louis
CARL SCHWEINFURTH	Mt. Vernon Furnace & Mfg. Co.	Mt. Vernon
W. W. WILLIAMS		Benton

DISTRICT No. 2

Vice President
O. W. DIEHL

Gauger & Diehl, Decatur

M. P. HALL	Hall Freight Lines	Danville
B. F. HILTABRAND	McLean County Abstract Co.	Bloomington
E. H. JENISON	Paris Beacon Publishing Co.	Paris
C. A. KILER	24 Main Street	Champaign
HARRY J. NEUMILLER	Humitube Manufacturing Co.	Peoria

(Continued on page 108)

TAX MODERNIZATION FOR ILLINOIS

OFFICERS AND DIRECTORS—(Continued)

DISTRICT No. 3

Vice President

CORWINE E. ROACH

Capital City Paper Co., Springfield

A. E. BAILEY	Union National Bank	Macomb
W. F. GERDES	Michelmann Steel Construction Co.	Quincy
W. H. HARTKE	Litchfield Creamery	Litchfield
B. C. HOPPER	Hopper Paper Company	Taylorville
R. WINN MILLER	P. & M. Accessory Company	Galesburg

DISTRICT No. 4

Vice President

OMAR B. WRIGHT

Second National Bank, Belvidere

L. R. BLACKMAN	Moline Daily Dispatch	Moline
L. E. CASTER	Keig-Stevens Baking Co.	Rockford
H. J. CREDICOTT	Freeport Dairy Products Co.	Freeport
JOHN SLEZAK	The Turner Brass Works	Sycamore
G. A. THORNTON	Ottawa Silica Co.	Ottawa

DISTRICT No. 5

Vice President

S. E. MOISANT

S. E. Moisant & Co., Inc., Kankakee

W. B. GREENE	Barber-Greene Co.	Aurora
M. E. HULSE	Hall and Hulse	Waukegan
G. R. KENDALL	Washington National Life Insurance Co.	Evanston
LEROY A. MOTE	Elgin National Watch Company	Elgin
W. J. MURDOCK	Western United Gas & Electric Co.	Joliet

DISTRICT No. 6

Vice President

GEORGE D. WILKINSON

Cribben & Sexton Company, Chicago

CHARLES W. BERGQUIST	Western Electric Company	
	Hawthorne Station	Chicago

(Continued on page 109)

ILLINOIS CHAMBER OF COMMERCE

OFFICERS AND DIRECTORS—(Continued)

J. PAUL CLAYTON . . .	Commonwealth Edison Co. 72 W. Adams St.	Chicago
J. A. CUNNINGHAM . . .	Peoples Gas Light & Coke Co. 122 S. Michigan Ave.	Chicago
R. C. INGERSOLL . . .	Ingersoll Steel & Disc Div. Borg-Warner Corp.	Chicago
L. E. LEVERONE . . .	Canteen Food Service, Inc. Merchandise Mart.	Chicago
B. G. McCLOUD . . .	First National Bank 38 S. Dearborn St.	Chicago
LESLIE McMAHON . . .	City National Bank & Trust Co. 208 S. La Salle St.	Chicago
O. E. MOUNT . . .	American Steel Foundries 410 N. Michigan Ave.	Chicago
H. E. NEWCOMET . . .	Pennsylvania Railroad Co. Union Station	Chicago
C. M. SMITH . . .	Lumbermens Mutual Casualty Co. 4750 N. Sheridan Rd.	Chicago

COMMITTEE CHAIRMEN

1942-1943

ADMINISTRATIVE

HARRY J. NEUMILLER

Humitube Manufacturing Co.
Peoria

AGRICULTURE-INDUSTRY

COOPERATION

L. J. FLETCHER
Caterpillar Tractor Co.
Peoria

AVIATION

LOUIS E. LEVERONE
Canteen Food Service, Inc.
Chicago

FEDERAL TAXATION

ARNOLD R. BAAR
KixMiller, Baar & Morris
Chicago

FINANCE AND BUDGET

LESLIE McMAHON
City National Bank & Trust Co.
Chicago

INSURANCE

L. D. CAVANAUGH
Federal Life Insurance Co.
Chicago

INDUSTRIAL RELATIONS

CHARLES W. BERGQUIST
Western Electric Company
Chicago

LEGISLATIVE

CORWINE E. ROACH
Capital City Paper Company
Springfield

TAX MODERNIZATION FOR ILLINOIS

COMMITTEE CHAIRMEN—(Continued)

MINERAL INDUSTRIES

DR. M. M. LEIGHTON
State Geological Survey
Urbana

TRANSPORTATION

J. D. FARRINGTON
Chicago, Rock Island &
Pacific Ry. Co.
Chicago

ORGANIZATION SERVICE

LYLE W. ROSZELL
J. D. Roszell Company
Peoria

WAR ACTIVITIES
L. E. CASTER
Keig-Stevens Baking Co.
Rockford

STATE AND LOCAL TAXATION

ARTHUR R. KAISER
Sears, Roebuck and Co.
Chicago

WAYS AND MEANS
GEORGE D. WILKINSON
Cribben & Sexton Co.
Chicago

DEPARTMENTS

EXECUTIVE

Executive Secretary
Chicago

RAY LUNDSTROM
Assistant Executive Secretary
Chicago

A. R. GWINN
Downstate Secretary
Springfield

STATE AND LOCAL TAXATION
GEORGE E. MAHIN, *Secretary*
Springfield

LEGISLATIVE
MELVIN LENTZ, *Acting Secretary*
Springfield

RESEARCH
E. R. COOKE, *Secretary*
Chicago

SOUTHERN DISTRICT
T. N. JORDAN, *Secretary*
Mt. Vernon

ILLINOIS JOURNAL OF COMMERCE
H. A. ACKERBURG, *Editor*
Chicago.

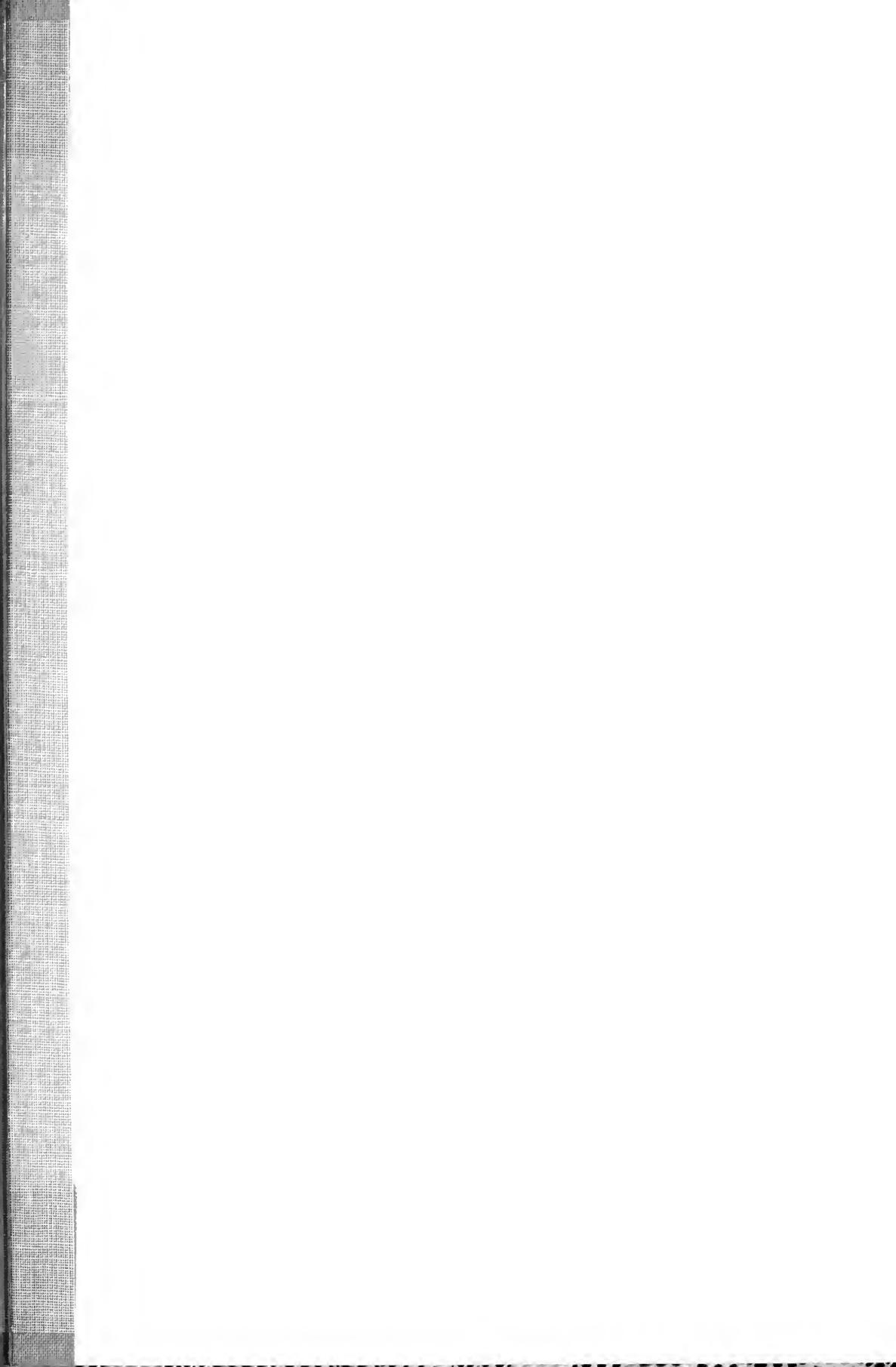
MAP OF ILLINOIS SHOWING SENATORIAL
APPORTIONMENT 1901



COOK COUNTY DISTRICTS

1st, 2nd, 3rd, 4th, 5th, 6th, 7th,
9th, 11th, 13th, 15th, 17th, 19th,
21st, 23rd, 25th, 27th, 29th and 31st





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